

NOVEMBER 2011

PEACEBUILDING REVIEW



United Nations

PEACEBUILDING SUPPORT OFFICE



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Message from the Assistant Secretary-General for Peacebuilding Support, Judy Cheng-Hopkins

It gives me great pleasure to introduce the Peacebuilding Review's second edition, which highlights the important work of the United Nations' Peacebuilding Support Office (PBSO) in assisting countries emerging from conflict.

Currently, there are six countries on the agenda of the Peacebuilding Commission (PBC): Burundi, Central African Republic, Guinea, Guinea-Bissau, Liberia and Sierra Leone. In 2011, the PBC made progress in implementing the 2010 review of the United Nations Peacebuilding Architecture¹, in particular, by reinvigorating collaboration with the UN's political missions, agencies, funds and programmes in the field, as well as with international financial institutions and bilateral donors. In this review, I am pleased to share with you a case study of the PBC's Liberia Country Configuration.

The UN Peacebuilding Fund (PBF) continued to grow and strengthen, aiming to provide US\$100 million per year by 2013 (as of end October, US\$86 million was allocated in 2011) in catalytic support to peacebuilding programmes in some 20 post-conflict countries. In 2011, the PBF also instigated a major initiative to meet the UN Secretary-General's target of allocating 15 percent of funds to women in peacebuilding. More is explained in our article on enhancing women's participation.

In 2011, the UN system also made real progress in implementing the recommendations of the Secretary-General's report on peacebuilding in the immediate aftermath of conflict. And to promote strengthened international collaboration for peacebuilding, the PBSO supported the g7+ group of fragile and conflict-affected states and the International Dialogue on Peacebuilding and Statebuilding in the run-up to the Fourth High Level Forum on Aid Effectiveness in Busan. It is a pleasure to update you on the evolving approach of the UN to implementing peacebuilding in this review.

Looking to 2012, we must continue to focus on strengthening the impact of peacebuilding in the field. We will do so by working with our partners to translate policy into delivery on the ground. The PBSO will continue to: play an active role in the UN-World Bank partnership; innovate; and develop opportunities for joint working with our UN and multilateral partners on the ground, under nationally-owned peacebuilding strategies. In 2012, I hope to use the convening power of the UN to strengthen delivery of international commitments to natural resource management in conflict-affected countries.

Although we have a difficult task at hand, much has been achieved. I am convinced that the UN's Peacebuilding Architecture will continue to grow from strength to strength in supporting countries emerging from conflict.



(UN Photo)

¹ [A/64/868 S/2010/393 Review of the United Nations peacebuilding architecture](#)

SECTION ONE: THE PEACEBUILDING COMMISSION

Message from the Peacebuilding Commission Chair, Ambassador Eugène-Richard Gasana, Permanent Representative of Rwanda to the United Nations

In 2011, the Peacebuilding Commission (PBC) drew upon the momentum generated by the 2010 review of the United Nations Peacebuilding Architecture, to strengthen its impact, and to be more ambitious, more visible and more responsive to the needs of the countries on its agenda. The PBC began the year by adopting a “Roadmap for Actions in 2011” as a practical framework for implementing the relevant recommendations emanating from the review. The PBC identified two overarching priority areas, to enhance: (1) the PBC’s impact in the field, and; (2) the PBC’s relations with key actors in Headquarters.

To strengthen its impact in the field, the PBC focused its work on advocating for support to national capacity development, promoting resource mobilization and advancing alignment of key actors behind common peacebuilding objectives in the countries on its agenda. To these ends, the PBC gave priority to developing a new instrument of engagement for countries joining its agenda, and adopted new statements of mutual commitments with Liberia and Guinea, which joined the agenda of the PBC on 16 September 2010 and 23 February 2011, respectively.

Furthermore, the PBC continued to develop and share relevant best practices for the countries on its agenda. The Working Group on Lessons Learned drew on diverse sources of experience in key peacebuilding priorities. In an effort to extend the frontiers of sharing best practice among the PBC membership and conflict-affected countries, the Government of Rwanda, in partnership with the African Development Bank, hosted the Heads of State and Governments of the six countries on the PBC agenda, four other countries emerging from conflict, the Chairs of the PBC Country Configurations and leaders of international and regional organizations at a High-Level Event on Post-Conflict Peacebuilding in Rwanda on 8 and 9 November 2011. The event drew upon Rwanda’s experience, and helped to shed light on the centrality of national leadership, ownership and governance, as well as coherent and predictable aid, as necessary components of successful peacebuilding processes.

At the Headquarters level, we deepened partnerships between the PBC and major international financial institutions. In April 2011, the PBC hosted the New York launch of the World Bank’s 2011 World Development Report on Conflict, Security and Development. Executive Directors of the World Bank participated, in-



(UN Photo/Eskinder Debebe)

stigating longer-term high-level dialogue between our institutions. Moreover, a PBC delegation consisting of the Chairs of the Country Configurations, Vice-Chairs of the Commission and myself, visited the African Development Bank in Tunis in November 2011 to advance collaboration for peacebuilding. Cultivating partnerships with the World Bank and the African Development Bank reflects the recognition that regional and international financial institutions play an important role in peacebuilding in the countries on the PBC agenda.

I am firmly convinced that the PBC is proceeding with confident steps on the path towards ensuring that the most critical needs of the populations emerging from conflict are addressed in the most comprehensive manner. Making peace is difficult enough. Building and sustaining that peace is an even more complex enterprise, requiring the political leverage and commitment offered by the PBC to the states and societies which have abandoned violence. The growth in countries seeking the advice of the PBC testifies to the growing recognition of the role that it can play in helping countries to make the transition from conflict to peace and development.



The PBC Delegation together with the Minister of Justice in Gbarnga, Liberia (UN Photo)

The Peacebuilding Commission's engagement in Liberia: have expectations been met?

The addition of Liberia to the Peacebuilding Commission's (PBC) agenda in September 2010 generated high expectations. It was the first country on the agenda with a substantial peacekeeping mission presence, the United Nations Mission in Liberia (UNMIL). Its placement also coincided with the 2010 review of the UN Peacebuilding Architecture, which identified key areas for strengthening the PBC's impact on the ground, including through: (1) promoting coherence and coordination amongst UN actors and the wider international community; (2) providing strategic advice to countries emerging from conflict; and (3) supporting resource mobilization.

It is too early to determine whether the PBC has met all of the expectations in its engagement with Liberia. Peacebuilding takes time. However, with a little more than a year into the engagement, this article provides insights into the approach of the PBC's Liberia Configuration to working in these three priority areas.

1. The PBC: promoting coherence and coordination

A major achievement of the PBC Liberia Configuration is the translation of the Statement of Mutual Commitments (SMC) into implementation through the Liberia Peacebuilding Programme (LPP). Under the LPP, projects have been developed to correspond to all of the Liberian Government's commitments in the SMC. The LPP prioritizes and sequences these peacebuilding interventions over a three year period (2011-2013). Both the LPP and the SMC drew on the Liberia Poverty Reduction Strategy (PRSP) and national security and justice plans, and the LPP is now being incorporated into planning for the revision of the PRSP, *Vision 2030: Liberia Rising*.

This process has provided lessons for how the PBC can promote implementation of the OECD's *Principles for Good International Engagement in Fragile States*. The PBC actively participated in the finalization of the LPP, mainly through its Steering Group² who engaged with Government and donors in field missions and participation in meetings with actors in Liberia. Whilst the preparation of the LPP was arduous, the process enabled improved coherence and coordination:

- ◆ The LPP itself is prioritized, sequenced and aligned with national strategies and national budget considerations.
- ◆ Development of the LPP was nationally owned and led. It involved Liberian Government participation at ministerial and technical levels across the executive, legislative and judicial branches of government. A two-tiered Government coordination structure was created. The first tier, the Joint Steering Committee, is accountable for allocating finances from the Peacebuilding Fund (PBF) in accordance with the goals of the LPP. The second tier, two Technical Advisory Groups, report to the Joint Steering Committee and correspond to the two components of the LPP: Justice and Security and National Reconciliation. The structures allowed for an inclusive approach to planning and implementation, which engaged government, donors, the UN, International Non-Governmental Organizations (I-NGOs) and national civil society.
- ◆ Donors created a Justice and Security Donor Coordination Group based in Liberia. Led by Sweden, it included Ireland, Japan, Norway, the United Kingdom and the United States, and addressed the gap in information exchange among key donors in these sectors. However, some bilateral donors are not members. Going forward, the PBC Liberia Configuration will advocate for strengthened coherence to fill gaps in support to the rule of law and security.

² The Steering Group comprises of members of the configuration, who have agreed to work closely with the Chair to help ensure that the PBC realizes its commitments in the SMC. Members of this open-ended group meet on an informal basis. Presently, the membership includes: China, European Union, Ghana, Ireland, Japan, Liberia, Nigeria, Sweden, Ukraine, United Kingdom and the United States.

2. The PBC's Advisory Role

The PBC has drawn on a wealth of expertise to form independent recommendations on the peacebuilding challenges in Liberia. The PBC has shared its analysis with interlocutors in Liberia, as well as with the United Nations Security Council, as UNMIL prepares to transition security responsibilities to the Government of Liberia.

To this end, field missions and video teleconferencing have facilitated regular exchanges between the PBC and national stakeholders. Through its field missions (one in 2010 and two in 2011), the PBC gained wide-ranging insights from national stakeholders. Each PBC mission included engagement with senior Liberian officials, who joined them in visits to outlying counties to hear from civil society, ex-combatants, traditional leaders and local authorities. Justice and security facilities were also visited, providing the PBC with accurate views on the working conditions of civil servants in the justice and security sectors, and their preparedness for transition.

On the international level, the PBC worked with the diplomatic community, the UN, I-NGOs, think tanks, academics, and technical experts via roundtables and written contributions, which enabled the PBC to gain critical insights into the Liberian conflict. The insights gleaned have enabled the PBC to substantively engage in strategic discussions and credible advocacy with partners in Liberia. This includes dialogue on sensitive but essential challenges to peacebuilding, such as security sector management, oversight mechanisms and national reconciliation.

In 2012, the PBC will focus on facilitating transition of security responsibilities from UNMIL to the Government through specific projects on the ground, in particular Justice and Security Regional Hubs. The Hubs have been designed to extend security and justice services throughout the country. It is a holistic approach that fosters linkages between security sector reform and the rule of law in an inclusive manner with local communities.

3. The PBC's Advocacy in Resource Mobilization

The processes of agreeing the LPP and SMC placed the PBC in a solid position to mobilize resources for peacebuilding priorities. The PBC continues its dialogue with all significant international actors in Liberia, including the European Union, Norway and the United States. A resource mobilization strategy and a work plan are being finalized to facilitate a targeted advocacy approach by the PBC Chair and members of the Configuration, and it is foreseen that these efforts will come to fruition in the second year of the PBC engagement. The PBC's advocacy will be guided by principles of national ownership, sustainability and promoting South-South cooperation.

– Contribution from PBSO

SECTION TWO – THE PEACEBUILDING SUPPORT OFFICE

Peacebuilding: enhancing the participation of women

“Conflicts leave states severely weakened and social structures decimated. In such situations, women are vital to ensuring that the basic survival needs of families and communities are met... Advancing the cause of women, peace and security enhances the legitimacy of peace processes and governance structures. It must be an integral part of our peacebuilding efforts, not an afterthought”

Secretary-General Ban Ki-moon, Security Council Open Debate on Peacebuilding in the Immediate Aftermath of Conflict, 13 October 2010

More than a decade after the passage of Security Council Resolution 1325, which was designed to mainstream gender issues into all matters of peace and security, the international community still regularly fails either to meet the needs of conflict-affected women, or to harness women’s capacities to prevent, resolve and recover from conflict.

Presented to the Security Council in October 2010, the Report of the Secretary-General on *Women’s Participation in Peacebuilding*³ identifies the gaps and shortcomings in current efforts to integrate women into peacebuilding, and in response, it presents a set of commitments in the form of a Seven-Point Action Plan. The Action Plan identifies strategic actions which will enable the UN system to serve conflict-affected women better, and involve them more fully in peacebuilding before, during and after conflict. The seven commitments are:

- ◆ **mediation:** women must be fully engaged in, and timely gender expertise provided to, all peace talks
- ◆ **post-conflict planning:** post-conflict planning processes, including donor conferences, must involve women substantively, and apply methods that result in comprehensive attention to gender equality
- ◆ **financing:** adequate financing – both targeted and mainstreamed – must be provided to address women’s specific needs, to advance gender equality and to promote women’s empowerment
- ◆ **civilian capacity:** deployed civilians must possess specialized skills, including in gender
- ◆ **post-conflict governance:** women should participate fully in post-conflict governance, as civic actors, elected representatives and decision-makers in public institutions
- ◆ **rule of law:** initiatives should encourage women’s participation in seeking redress for injustices committed against them, and should improve the capacity of security actors to prevent and respond to violations of women’s rights
- ◆ **economic recovery:** economic recovery must prioritize women’s engagement in employment-creation schemes, community-development programmes and the delivery of frontline services

3 A/65/354 – S/2010/466

In an historic move to increase financing for gender equality, the Secretary-General committed the Peacebuilding Fund to doubling the proportion of funding devoted to gender-focused projects by October 2012, and set a target of 15 percent of UN-managed peacebuilding funds to be spent on projects that promote women's specific needs, advance gender equality or empower women.

One year on, some progress has been made to implement the Action Plan, although progress is mixed, and it remains too early to measure impact on the ground. In some areas, progress has been encouraging, but could be scaled up in certain cases. Gender experts are more frequently drawn upon in mediation processes. UN agreement has been reached on incorporating gender issues into post-conflict planning processes, and Libya offers an example of how the UN is doing this in practice. Moreover, UN guidance on gender and reparations is being developed. Women's participation in donor conferences and other forms of international engagement has improved, but needs to become more systematic. Women are also still too often absent from negotiation parties, and mediation teams do not meet often enough with women's civil society groups. Temporary special measures in electoral systems have had positive effects on the number of women in appointed or elected positions, but this could be applied more systematically in countries emerging from conflict.

In contrast, progress has been slow in three areas. No woman has yet been appointed as a chief mediator. Women's engagement in economic recovery remains weak. And finally, whilst many UN entities have begun to implement systems to track the extent to which post-conflict financing is benefiting women, no comprehensive data is available yet.

In June 2011, the Peacebuilding Fund (PBF) launched the *PBF Gender Promotion Initiative* to implement the commitments in the Secretary-General's Report. Specifically, it is aimed at addressing gender equality concerns in the PBF's programmes and stimulating learning in the UN system about how to design and implement gender-responsive peacebuilding projects.



A woman smiles as she sits in a waiting area in the Lumley Government Hospital in Freetown, Sierra Leone. She is waiting to have her baby vaccinated (UNICEF/Olivier Asselin)

16 countries eligible for PBF funding were invited to compete in a US\$5 million call for proposals for innovative projects, designed to both strengthen the participation of women in the peacebuilding process, and to address gender inequality. The level of response was encouraging. PBSO received 24 proposals from 16 countries, totalling US\$21.1 million. In September 2011, the PBF conditionally approved 7 projects in Guatemala, Guinea, Guinea-Bissau, Nepal, Sierra Leone, South Sudan and Sudan.

Interventions funded under this Initiative include support for: more than 10,000 women to run small businesses and reform discriminatory legal frameworks in Guinea-Bissau and Eastern Sudan; gender-responsive Security Sector Reform in Guinea, to improve the safety of both men and women; and the promotion of women's active participation and leadership in community security efforts in South Sudan.

Through this Initiative, the PBF and PBSO will generate and share good practices in the area of women and peacebuilding programming.

– Contribution from PBSO and UN Women

Peacebuilding in the immediate aftermath of conflict: an evolving UN approach

In June 2009, the Secretary-General issued a seminal report called *Peacebuilding in the Immediate Aftermath of Conflict*⁴. This report frames a reform agenda for the United Nations system actors, national actors and donor partners in the first two years after the end of a crisis. It was developed with the understanding that a coordinated UN approach to peacebuilding is required given the multitude of UN actors who play a role in these efforts.

In 2010, the Secretary-General issued a written update to this report,⁵ and on 31 October 2011 Assistant Secretary-General Cheng-Hopkins delivered a further oral briefing to the Security Council. The two discussions focused on the strong consensus that the UN's operational actors, inter-governmental bodies and national actors should combine their efforts to support the variety of peacebuilding activities around the globe.

More specifically, two years on, we can report positive results. One of the most important areas of innovation is an evolution of our leadership appointments. Prior to the 2009 report, one of the only instruments for cohesion in UN post-conflict peacebuilding operations was the practice of "triple-hatting" the Resident/Humanitarian Coordinator as the Deputy Special Representative of the Secretary-General (SRSG). However, there was little opportunity to consider leadership teams – and the diversity of skills required therein. But the 2009 report spurred another level of thinking, putting in place a more collaborative approach that supports the eventual selection of complementary and cohesive leadership teams, where the range of skills required for peacebuilding support is considered.

Importantly, we have also seen progress in ensuring senior leaders are on the ground from day one of the "immediate aftermath." In this regard, since 2009 more than 20 senior UN officials have been surged to the field as temporary senior leaders in the immediate aftermath of conflict. These arrangements have become standard practice for UN Missions, helping to minimize the loss of strategic momentum during critical periods.

⁴ (A/63/881-S/2009/304)

⁵ (A/64/866-S/2010/386)

In 2011, we can also point to more seamless leadership practices and more cohesion between the pre-deployment planning processes and mission start-up periods. For instance, Mr. Ian Martin was appointed in 2010 to lead a “pre-assessment” process for Libya, and was subsequently appointed SRSG in 2011. This allowed him to hit the ground running, as he was already deeply familiar with the issues and national actors on the ground. Likewise, Ms. Hilde Johnson was appointed SRSG in South Sudan after a high-level involvement in the UN’s peacebuilding agenda, as UNICEF’s peacebuilding focal point and an important member of the Senior Peacebuilding Group, chaired by the Assistant Secretary-General for Peacebuilding Support.

However, 2010 and 2011 also reiterated the importance of having Resident and Humanitarian Coordinators (RCs and HCs) on the ground with peacebuilding skills in crisis countries. Indeed, many peacebuilding initiatives are carried out in countries without a Security Council-mandated mission, so the RC/HC is the senior official charged with leading peacebuilding efforts. Developments in Guinea, Kyrgyzstan and Yemen are just a few examples. Relatively calm countries that suddenly become volatile require the same sense of urgency and attention, and sometimes circumstances will require a quick adjustment to the UN leadership and/or the deployment of specialized peacebuilding expertise such as Peace and Development Advisers or Strategic Planners. In some cases, the regional office also plays an important backstopping role. This has proven to be the case in Kyrgyzstan with the UN Regional Centre for Preventive Diplomacy in Central Asia (UNRCCA) providing surge capacity, and in Guinea with the UN Office in West Africa (UNOWA) providing significant assistance in the areas of elections and security sector reform.

The 2009 report also emphasized the need to strengthen support for capacity development and to have integrated strategies for peacebuilding in place in the immediate post-conflict period. Since 2009, the Integrated Missions Planning Process (IMPP) has continued to evolve and by 2010 all countries with a Mission and a UN Country Team had an “integrated strategic framework” with joint peace consolidation priorities in place. In 2012, the IMPP guidelines will be further updated to ensure that national perspectives and capacities are taken into account from the outset of each planning process. This will make the IMPP process even more relevant for peacebuilding efforts.

The 2009 report also stressed the importance of having on-call capacities for the five key areas of work for peacebuilding: safety and security, political processes, provision of basic services, economic revitalisation, and country specific needs and cross cutting issues such as gender. It was recognized that two strands of work to build internal UN capacities were required to address these core peacebuilding tasks. The first was to conduct a review of our “civilian capacities,” and the second was to review roles and responsibilities among the different UN actors engaged in peacebuilding.

On the former, Under Secretary-General (USG) Jean-Marie Guéhenno was appointed to lead an independent review, which was released in February 2011⁶. This review called for a United Nations that enables national ownership, works with global partnerships to secure and deploy experts, and is nimble with its personnel and budgetary practices to respond to the usual shocks in post-conflict environments. Since then, Under Secretary-General Susanna Malcorra has been leading implementation efforts. One of the most urgent priorities is to explore modalities to broaden the scope for deploying personnel provided by Governments and other entities, particularly those from the Global South, so that specialized expertise can more easily be made available to UN field presences in key gap areas.

Internal UN roles and responsibilities are being addressed through the Secretary-General’s Policy Committee. Since 2009 the Policy Committee has reviewed peacebuilding capacities in six areas (1)

⁶ (A/65/747-S/2011/85)

reintegration of refugees and IDPs, (2) security sector reform, (3) demobilization, disarmament and reintegration, (4) mine action, (5) mediation and (6) electoral assistance. Three more are still to be undertaken in the areas of (1) rule of law, (2) employment generation and (3) public administration. These reviews have addressed some challenges, exposed others and set a forward agenda for additional work. They have also revealed that constructive and consistent engagement from Member States on how they mandate and fund the United Nations Secretariat bodies and Agencies, Funds and Programmes is a *sine qua non* of effective delivery in the field.

The 2009 report also focused on the importance of building stronger synergies between the United Nations and the World Bank in post-conflict environments. The World Bank's 2011 World Development Report on *Conflict, Security and Development* created a new impetus for collaboration, especially in the area of job creation. In 2011, the World Bank also opened a new fragile states hub in Nairobi, which should help World Bank staff link-up more effectively with the UN's peacebuilding efforts in the field. Finally, in 2010 the UN-World Bank Partnership Trust Fund also became operational as a means to strengthen collaboration and identify synergies in the field. So far, this initiative has funded a staff exchange and demonstration initiatives in the Central African Republic, the Democratic Republic of the Congo and Liberia.

The Secretary-General's 2010 progress report stressed the importance of two emerging peacebuilding issues: (1) organized crime and drug trafficking and (2) natural resources management. Natural resources in fragile states are often powerful drivers of conflict not, unfortunately, of peace, prosperity, fiscal revenues and job creation. Likewise drug trafficking has risen up the peacebuilding agenda since it undermines peacebuilding efforts and poses a direct threat to security and stability. More work needs to be done in these areas, building on some good examples such as the West Africa Coast Initiative (WACI), which brings together the UN system and ECOWAS with governments to build technical capacity and put in place cross-border collaboration arrangements.



Members of the Sudan Peoples' Liberation Movement (SPLM) arrive at the rally in Juba, as South Sudan prepares for its independence (UN Photo/Paul Banks).

This agenda also considered the importance of innovative approaches to funding for peacebuilding. In the meantime, OECD countries are finalizing new guidelines for transition financing. In addition, the November-December 2011 High Level Forum on Aid Effectiveness in Busan, the Republic of Korea will discuss the usefulness of “transition compacts” as accountability tools among donors, conflict-affected states, and the United Nations. In addition, the Peacebuilding Fund continues to demonstrate value-added, especially in responding very quickly to peacebuilding opportunities as they arise, with recent allocations to Côte d’Ivoire, Kyrgyzstan, South Sudan and Sudan.

Finally, the 2010 review of the UN Peacebuilding Architecture generated significant momentum, reinvigorated the Peacebuilding Commission’s working methods and focused it on improving impact in the field. Work is progressing in developing benchmarks or indicators for countries, when the time is right, to transition out of the PBC’s agenda. Moreover, the whole UN system is working more closely to support the efforts of the Peacebuilding Commission’s Country Configurations. For instance, it is usual practice for the PBC Chairs to benefit from the advice of multiple UN actors before, during and after their visits to the field.

History demonstrates that peacebuilding takes at least a generation to take root. The Secretary-General’s report on peacebuilding in the immediate aftermath of conflict identified how the UN should evolve to meet these challenges. With new tools and systems in place, the UN may be able to help post-conflict countries beat these odds.

– Contribution from PBSO

SECTION THREE – THE PEACEBUILDING FUND

Monitoring and evaluation: increasing the effectiveness of the Peacebuilding Fund

Well-designed monitoring and evaluation (M&E) systems are essential for delivering effective peacebuilding programmes. Stakeholders increasingly recognize this potential, and invest time constructing comprehensive results matrices with a large number of indicators. However, defining indicators alone will not produce a workable system. This article explains how the Peacebuilding Fund (PBF) is strengthening its M&E – and thus increasing the Fund’s programme effectiveness.

The PBSO is developing an M&E system for peacebuilding interventions through the PBF that meets certain fundamental criteria:

- ◆ *Strategic results (outcomes) are clearly defined.* They should reflect the underlying “theory of change” that is being applied to promoting peace in a given sector, and test how and whether interventions address the root causes of conflict. This is more significant than a traditional tendency to focus on checklists of activities, or funds spent.
- ◆ *The M&E system supplies the information that senior management needs.* Monitoring is a reality check about which programmes work and which do not, what the status of change is, and whether improvements are necessary.
- ◆ *Only the right mix of data sources can reveal the whole picture.* Neither quantitative nor qualitative data alone will tell the whole story. We need to use both to develop a comprehensive picture on the quality of programme results.
- ◆ *Strategic results should be attributable to the intervention.* This clarifies the value-added of the funds, increases its visibility, helps mobilize additional resources and increases its likely *catalytic effect*, assuming that donors are more likely to invest in programmes that are proven to deliver tangible results.
- ◆ *M&E data is a starting point for developing knowledge about peacebuilding efforts across countries.*

Defining strategic outcomes for peacebuilding

PBF budget allocations are driven by expected results, not activities. A clear *results matrix* is now a criterion for PBF budget approval. The results matrix must meet the following criteria:

- ◆ *Is well grounded in the PBF mandate* to “strengthen institutional capacities of national and local actors to avoid the lapse or relapse into violence,” and the PBF Performance Management Plan, against which country programme and organizational performance is monitored.
- ◆ *The Performance Management Plan defines clear strategic results* that address root causes of conflict and/or conflict triggers, *not* merely filling urgent transitional funding gaps. The PBF adds value mainly through its willingness to invest in areas of security sector reform, reconciliation, and economic and social peace dividends, which other donors often consider too risky.
- ◆ *Links to a longer term results framework* which outlasts the PBF’s short funding timeline (18 to 24 months). This could either be a national planning framework (such as a Poverty Reduc-

tion Strategy), or a UN framework (such as a UN Development Assistance Framework or an Integrated Strategic Framework). The positioning of PBF-funded projects within existing programmes and plans ensures *sustainability* after the PBF intervention has ended.

Measuring change

Effective M&E depends both on choosing the right indicators of progress, and on obtaining data of sufficient integrity and breadth to build up a reliable picture of change.

Defining the “right” indicators. A balance is needed between too few indicators (which may give too simplistic a picture) and too many (work overload). Quantitative indicators must be supplemented by qualitative indicators (such as perception surveys and discussions with focus groups and/or key informants) to be able to adequately tell the story. The number of police officers trained or ex-combatants demobilized, for instance, is not sufficient to measure the real impact on peace of a security sector reform programme. The PBF requires implementing partners to define data from different stages in an intervention in order to measure the overall impact. For example, were enough police officers trained and deployed widely enough to achieve the end result that people feel safer, or if not, why not?

Evaluating overall impact. After monitoring, a deeper and more comprehensive evaluation is needed to measure the extent of change. PBF advocates external evaluations, quick impact assessments and donor reviews as appropriate, to supplement PBF monitoring data, add depth and produce a more comprehensive picture of change. Such external assessments have the additional advantage of delivering impartial assessments of progress in sensitive areas. They also help to measure the composite effect on peacebuilding of interventions across sectors. This provides an aggregate picture and measures the overall impact on sustainable peace.

Well-designed and results-oriented reporting systems. PBF is developing systems to allow conclusions to be extrapolated from the country to the global level. This helps to demonstrate the PBF’s overall portfolio performance, and assists us to learn lessons about how to improve programme and UN organizational performance.

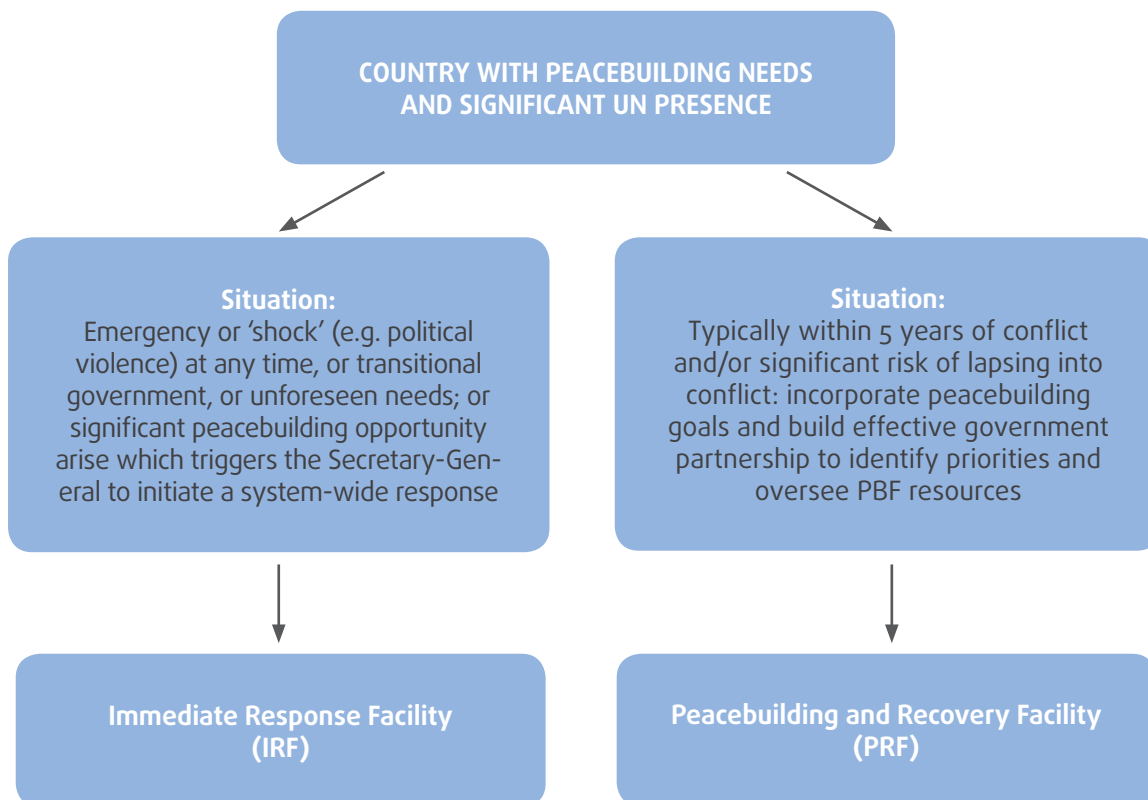
The Peacebuilding Fund in action in 2011

The UN Secretary-General’s Peacebuilding Fund (PBF) is a US\$400m fund designed to provide fast, relevant and catalytic support to key projects and programmes that help to prevent a country from relapsing into violent conflict. The Secretary-General has delegated overall management responsibility for the PBF to the Peacebuilding Support Office (PBSO), while the United Nations Development Programme’s (UNDP) Multi-Partner Trust Fund Office (MPTF-O) administers the Fund.

In 2011, the PBF supported 193 projects in 22 countries using two different facilities:

- (a) **The Immediate Response Facility** is designed to jumpstart peacebuilding and recovery needs. It is a flexible and fast funding tool for single or multiple projects of up to 18 months in duration.
- (b) **The Peacebuilding and Recovery Facility** is designed to support a more structured peacebuilding process, driven by national actors based on a joint analysis of needs with the international community. When a country has been declared eligible to receive funding from the PBF, the PBSO establishes a country allocation based on an approved Priority Plan, and delegates project approval authority to a Joint Steering Committee co-chaired by the national Government and the United Nations.

PBF Facilities and purpose



The PBF works in **four Priority Areas**, as set out in its revised Terms of Reference:

- (a) **Agreements for peace** - Activities designed to respond to imminent threats to the peace process, support for the implementation of peace agreements and political dialogue, in particular in relation to strengthening of national institutions and processes set up under those agreements;
- (b) **Bringing people and governments together** - Activities undertaken to build and/or strengthen national capacities to promote coexistence and peaceful resolution of conflict and to carry out peacebuilding activities;
- (c) **Peace dividends: creating economic opportunities** - Activities undertaken in support of efforts to revitalise the economy and generate immediate peace dividends for the population at large; and
- (d) **Peace dividends: rebuilding services for citizens** - Establishment or re-establishment of essential administrative services and related human and technical capacities which may include, in exceptional circumstances and over a limited period of time, the payment of civil service salaries and other recurrent costs.⁷

⁷ Arrangements for the revision of the terms of reference for the Peacebuilding Fund: Annex paragraph 2.1 (A/63/818)

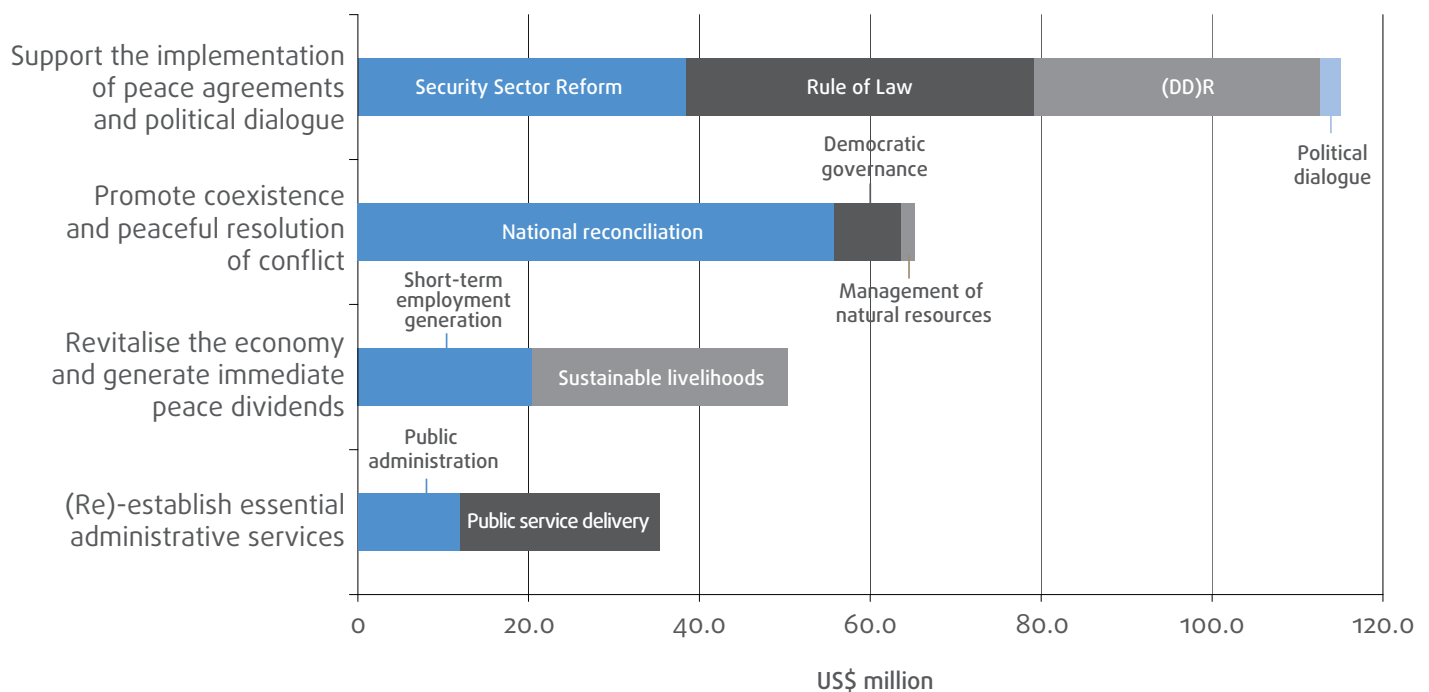
"Priority Area One" supports projects that attempt to address peace-sustaining processes, such as disarmament, demobilization and reintegration, as well as strengthening prisons, police forces and peacetime militaries. By the end of October 2011, projects totalling just under US\$115 million were approved in this area.

"Priority Area Two" supports projects that bolster good governance and promote national dialogue and reconciliation, including projects that promote human rights, aim to end impunity and to stamp out corruption. There is also a strong focus on projects that strengthen the participation of women in the peacebuilding process. Projects totalling US\$67 million were approved in this area by October 2011.

"Priority Area Three" supports projects that stimulate economic revitalization and other peace dividends. Activities include strengthening economic governance through the promotion of partnerships with the private sector, the development of micro-enterprises, youth employment schemes and the management of natural resources. Projects totalling approximately US\$51 million were approved in this area by October 2011.

"Priority Area Four" supports projects that rebuild basic infrastructure, such as energy, transportation, safe drinking water and proper sanitation. Projects totalling approximately US\$35 million were approved in this area by October 2011.

**Approved Project Budgets by Priority Area and Outcome Area
(as of 31 October 2011)**



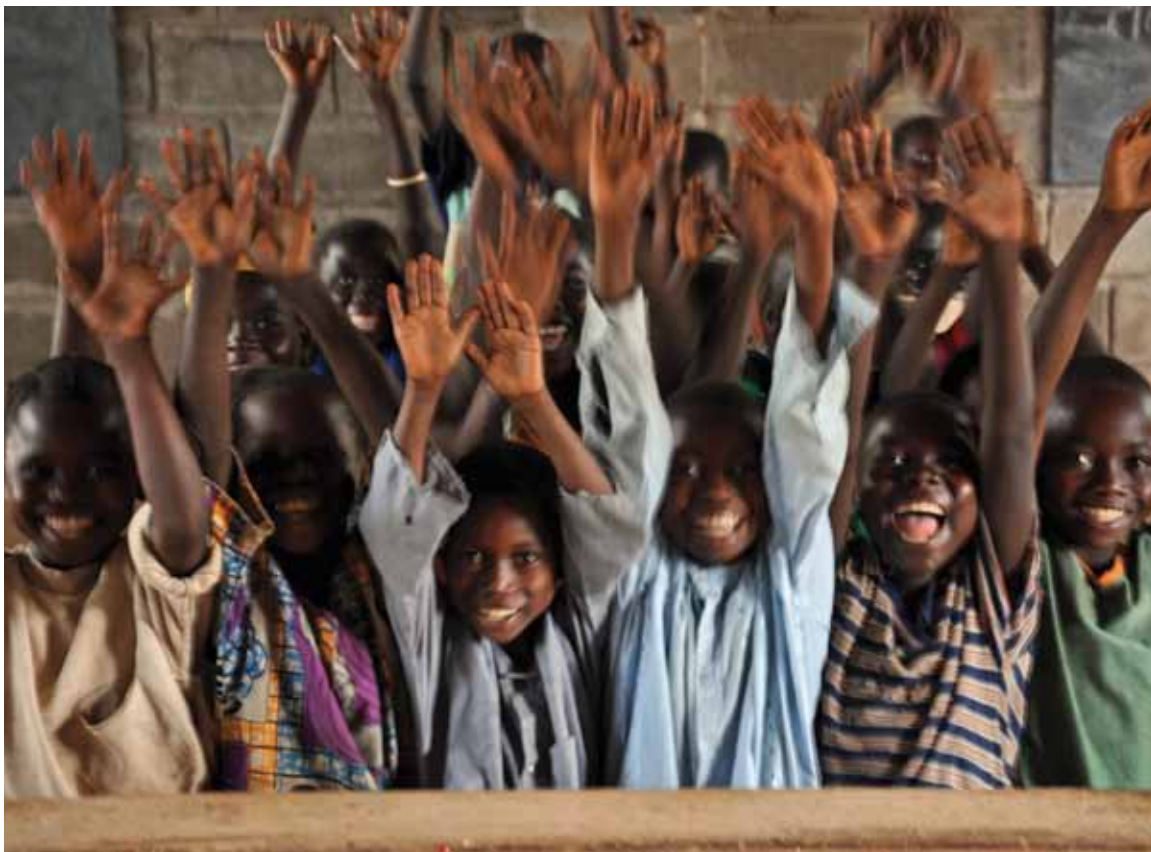
The Peacebuilding Fund: the year ahead

The PBF is operating under a three-year Business Plan for the period 2011–2013. The Plan anticipates making annual allocations from the Fund of US\$100 million by 2013 (US\$86 million allocated in calendar year 2011 by end October) with a portfolio of roughly 20 active countries at any one time.

PBF Allocations (as of 31 October 2011)		
Country	US\$	Country Proportion
Burundi (BINUB)	49,200,000	15.0%
Sierra Leone (UNIPSIL)	45,339,870	13.8%
Central African Republic (BINUCA)	31,001,975	9.5%
Guinea Bissau (UNIOGBIS)	23,800,000	7.3%
Somalia (UNPOS)	3,000,000	0.9%
Nepal (UNMIN)	10,898,800	3.3%
Liberia (UNMIL)	36,873,470	11.2%
Democratic Republic of Congo (MONUSCO)	20,000,000	6.1%
Sudan (UNMIS)	12,394,531	3.8%
South Sudan (UNMISS)	4,521,990	1.4%
Cote d'Ivoire (UNOCI)	18,027,750	5.5%
Haiti (MINUSTAH)	3,800,000	1.2%
Lebanon (UNIFIL)	3,000,000	0.9%
Timor Leste (UNMIT)	993,625	0.3%
Kenya	1,000,000	0.3%
Chad (MINURCAT)	2,728,500	0.8%
Sri Lanka	3,000,000	0.9%
Comoros	9,400,000	2.9%
Kyrgyzstan	9,999,948	3.1%
Guatemala	11,000,000	3.4%
Uganda	14,000,000	4.3%
Guinea	13,850,829	4.2%
Total	327,831,288	100%

In line with the PBF objective to focus on programme quality, PBSO will continue to invest in improving the design and monitoring and evaluation of peacebuilding interventions, with the objective of improving overall monitoring and reporting on results. The foundations for this were put in place in 2011 with the preparation and roll-out of a Performance Management Plan (PMP), the indicators from which implementing partners are starting to report against. PBSO is working with partners to increase the level of guidance and support that the UN system provides to national stakeholders. It is also supporting mid-term and final evaluations of activities funded by the PBF to distil lessons learned, improve the quality of project implementation and the achievement of higher level results. To these ends, the PBF, in collaboration with external and relevant UN expertise, is finalizing a number of thematic reviews on security sector reform, disarmament, demobilization and reintegration (DDR), economic revitalisation and peace dividends, with the objective of identifying good practices and factors that contribute towards successful peacebuilding interventions (or not).

– Contribution from PBSO



Every day some 350 children in Zere, Central African Republic, go to the local school and dream of continuing with their education, despite all the difficulties. (© UNICEF/CARA2010-00129/Pires)



Cumulative commitments and deposits (31 October 2011)			
	Donors	Commitments US\$	DEPOSITS US\$
1	United Kingdom	143,209,838	61,929,050
2	Sweden	72,912,981	72,912,981
3	Netherlands	46,456,518	46,456,518
4	Norway	37,339,129	37,339,129
5	Canada	33,532,894	28,842,462
6	Japan	32,500,000	32,500,000
7	Germany	18,983,940	18,983,940
8	Spain	17,156,299	17,156,299
9	Ireland	13,597,325	13,597,325
10	Finland	11,903,438	11,903,438
11	Denmark	8,878,509	8,878,509
12	Australia	6,238,400	6,238,400
13	China	6,000,000	4,000,000
13	Russia	6,000,000	6,000,000
15	Italy	5,974,597	5,974,597
16	Belgium	5,051,078	5,051,078
17	India	4,000,000	4,000,000
18	Republic of Korea	3,500,000	3,500,000
19	France	2,881,600	2,881,600
20	Austria	2,108,550	2,108,550
21	Luxembourg	2,097,721	2,097,721
22	Turkey	1,300,000	1,300,000
23	Iceland	1,000,000	1,000,000
23	Portugal	1,000,000	1,000,000
25	Brazil	590,000	590,000





26	Switzerland	516,156	516,156
27	Kuwait	500,000	500,000
27	Saudi Arabia	500,000	500,000
27	United Arab Emirates	500,000	500,000
30	Qatar	400,000	400,000
31	Czech Republic	346,682	346,682
32	Chile	262,899	262,899
33	Mexico	170,000	170,000
34	Romania	147,210	147,210
35	Poland	144,316	144,316
36	Croatia	123,000	123,000
37	Libya	100,000	100,000
38	Indonesia	80,000	80,000
39	Egypt	70,000	70,000
40	Slovenia	41,688	41,688
41	Cyprus	40,000	40,000
42	Organisation of the Islamic Conf.	20,000	20,000
42	Thailand	20,000	20,000
44	Private donors *	18,933	18,933
45	Morocco	15,000	15,000
46	Bahrain	10,000	10,000
46	Israel	10,000	10,000
48	Nigeria	8,039	8,039
49	Peru	5,000	5,000
49	Pakistan	5,000	5,000
TOTAL IN US\$:		488,266,741	400,295,521
* Private Donors: H.E. Sheikha Haya Rashed Al Khalifa, President of the sixty-first session of the General Assembly.			

