



STATEMENT BY CANADA

CONSULTATION OF THE PEACEBUILDING COMMISSION: 2020 REVIEW OF THE PEACEBUILDING ARCHITECTURE

Financing and Partnerships for Peacebuilding and Sustaining Peace

Canada is committed to implementation of the Peacebuilding and Sustaining Peace resolutions. Despite challenging circumstances, we believe we must continue delivering results and peace dividends for people living in fragile and conflict affected situations (FCAS), in the immediate COVID-19 pandemic and beyond it. Member States need to politically support and incentivize the UN's work to build and sustain peace. Our collective commitment to this agenda must be underpinned by predictable and sustained financing for peacebuilding activities. We are concerned that, despite UN reforms emphasizing the importance of prevention, the UN continues to struggle to finance activities such as governance, human rights, support to elections, and rule of law and justice reforms.

How should Member States ensure adequate, predictable and sustained financing for nationally-led United Nations peacebuilding activities? What good practices and initiatives can we share? Which of the financing options proposed by the Secretary-General in his 2018 report could be taken forward by Member States, and if not those, what other options do they see?

Canada believes the UN's work to build and sustain peace should be financed through assessed contributions. As we have collectively articulated through the Security Council and General Assembly resolutions, and as demonstrated by the UN-World Bank joint report Pathways for Peace, any delays in financing efforts to build and sustain peace are to our detriment. These activities are fundamental to the achievement UN's mandate, as articulated in the Charter, and they should be treated as such. We strongly believe in this approach, therefore until we agree on a collective approach to systematically finance prevention, Canada will continue working with others to advance this on a case-by-case basis.

Canada voluntarily supports the UN Peacebuilding Fund (PBF). We urge all states to do so in order to deliver on the promise of the UN. The PBF's catalytic work is critical to pushing the UN towards conflict responsiveness, coherence and integration across the humanitarian-development-peace nexus. It provides fast, flexible, and risk-tolerant financing to UN efforts aimed at preventing conflict and building peace, based on the principle of national leadership and ownership. As a testament to our belief in the PBF's work, Canada is contributing CA\$15 million over two years to the PBF, and this year we have committed an additional CAD\$6 million to address unmet demand for the PBF's important work. We also participate in PBF steering committees at the field level.

We appreciate the Peacebuilding Support Office (PBSO)'s idea in the new PBF strategy to hold a PBF replenishment conference. We would welcome the PBSO exploring the feasibility of the concept further and sharing more information about this proposal with UN Member States.



For the PBF to be truly catalytic, it must be able to leverage programming support from the entire UN development system. This means strengthening the ability of UN Country Teams to analyze conflict drivers and design programming that is sensitive to conflict risks and that actively promotes peace. We welcome efforts to strengthen the UN Common Country Analysis framework to address conflict risks, and call on all agencies, funds and programmes to incorporate conflict sensitivity into their programming. In some FCAS, COVID-19 is exacerbating the underlying drivers of conflict and instability, which makes implementing conflict-sensitive pandemic response efforts all the more paramount. In response, Canada is supporting a new project with Interpeace to work with FAO, WFP and UNICEF to help design their new humanitarian and development interventions to not only 'do not harm' but to be 'peace positive' – actively seeking out opportunities for peacebuilding.

What innovative financing solutions for peacebuilding have emerged since 2015, particularly at the country level? How can the international community better support locally-led and community-centered peacebuilding efforts?

Canada believes that peacebuilding is not a top-down process as it needs to be grounded in efforts within communities to address grievances, build trust and social cohesion, and build more just and inclusive societies. Some of this work is led by volunteer-based grassroots organizations that struggle to meet donor fiduciary and reporting requirements. It is essential that we develop more flexible financing modalities to better support the work of local peacebuilding organizations.

As we respond to the COVID-19 pandemic, we believe it is vital to commit to building back better in a well-coordinated inclusive and sustainable manner. This approach would mean supporting locally-led and community-centered conflict prevention and peacebuilding efforts that are conflict sensitive. However, this means more than prioritizing such work but also examining the way we provide international assistance in programming strategies. To provide sustainable financing solutions we believe we need to:

1. Encourage international assistance investment from non-traditional partners including the private sector. International assistance can help mitigate the risk for otherwise reluctant commercial investors in fragile contexts to mobilize new financing sources.
2. Minimize the administrative burden and manage a larger number of smaller projects given lower financial absorptive capacity of partners. In some FCAS, donors need to accept increased risk, change their outreach strategies, and get more involved in coordination of projects, elaborating strategies and planning. They also need to consider reporting requirements, language of work, appropriate monitoring and evaluation. These may ultimately mean building capacity of small organizations and of donors' personnel.

We are pleased that the new PBF strategy envisions expanding the PBF's engagement with locally-led and community-centered peacebuilding organizations, building on the PBF's ongoing Gender and Youth Promotion Initiatives that recognize the important contributions of women and youth to catalyzing positive change and their role in peacebuilding outcomes. We welcome the work of the UN and civil society to develop community engagement guidelines. We hope that these will be released soon to contribute to the UN's work, better enabling coherent consultation and engagement with local actors.

Engaging with local actors also includes protecting them when their work or our partnership puts them at risk of reprisal. As such, Canada is engaging with partners in this area in a variety of ways. For instance, Canada has developed Voices at Risk¹ guidelines for supporting human rights defenders, much of which is also relevant for supporting peacebuilders. Also, together with Uruguay, our co-Chair of the Women, Peace and Security Focal Points Network in 2020, Canada is hosting online interactive discussions between Member States and civil society to develop recommendations for better support and protection of women peacebuilders and women's human rights defenders.

Canada's support for locally-led and community-centered peacebuilding includes assisting local organizations and movements' capacity to advocate for changes in policies, legislation and services that challenge harmful and discriminatory social beliefs and practices. Under Canada's Feminist International Assistance Policy (FIAP), adopted in 2017, Canada is committed to supporting inclusive and gender-responsive violent conflict prevention, crisis response, and sustainable peace. Through the FIAP, Canada is supporting local and national capacities for peace, and advancing the meaningful participation of women and women's rights organizations in peace negotiations and conflict prevention efforts. We pursue this through targeted support for local women's organizations and programming to help women strengthen their mediation and negotiation skills and expertise so that they can more fully participate in—and influence—peace negotiations. Further, under the FIAP, Canada is collaborating with partners to pilot, design and champion new and innovative ways of working with local women's organizations that advance women's rights. These groups lead the way when it comes to pushing for gender equality but often lack the resources needed to provide the help women and girls need. To support and expand this work, Canada has dedicated \$150 million over five years through the Women's Voice and Leadership initiative to support local women's organizations and movements that advance women's rights in developing countries.

Our FIAP **commits us to improving economic opportunities for, and the resilience of women, including in rural contexts.** Canada helps to bring down barriers to women's economic empowerment, and build more inclusive and sustainable economies. This includes improving women's incomes and productivity in agriculture through greater adoption of climate-smart methods of food production. We support local woman-led agricultural businesses, including local women's cooperatives and associations, which are best placed to support food security and economic sustainability at the local level. We help them to scale up their business activities and expand their impact on local economies.

We would welcome discussion on good practices for implementation of innovative approaches to better support the participation of women's groups, women peacebuilders, and women's human rights defenders in peace and security activities.

In what ways have institutional collaboration and partnerships changed since 2015? How have partnerships with national governments, regional and sub-regional organizations, IFIs, the private sector and civil society been strengthened? What are the challenges and opportunities?

¹ https://www.international.gc.ca/world-monde/issues_development-enjeux_developpement/human_rights-droits_homme/rights_defenders_guide_defenseurs_droits.aspx?lang=eng

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Canada believes that a strong partnership between the AU and the UN should be encouraged as it is essential to finding effective solutions to increasingly complex peace and security challenges in Africa. We have been pleased to see the PBC strengthen its role as a platform to enhance partnerships between the UN and regional and sub-regional organizations, including recent engagements with the ICGLR, the G5 Sahel, the Lake Chad Basin Commission, and ECCAS in addition to strengthening its existing engagement with the AU, ECOWAS, and the European Union. Canada welcomes the leadership shown by AU members in mobilizing greater African funding through the AU Peace Fund. We also welcome the PBF's engagement with the AU and ECOWAS, allowing for PBF funding to flow through these organizations.

Given the multidimensional security, development and humanitarian crisis in the Sahel, on June 12, 2020, Canada's Minister of Foreign Affairs François-Philippe Champagne announced that Canada was joining the International Coalition for the Sahel, including through his participation in the Coalition's Small Group of Foreign Ministers. This platform aims to facilitate coordination and interaction between the various dimensions of international action to support the G5 Sahel countries. Given the multidimensional crisis in the Sahel, this platform facilitates much-needed coherence and integrated approach among partners and the ownership of G5 countries on the stabilization of the Sahel region.

Canada also believes that partnership and coherence between the UN and the World Bank Group (WBG) is vital to sustainable outcomes in FCAS. In 2019, the WBG took key steps to institutionalize good practices through its new Fragility, Conflict, and Violence (FCV) strategy, and corresponding reorientation of its International Development Association. We strongly welcome these efforts to strengthen the UN-World Bank partnership, including through joint analyses, notably in Central African Republic and Burkina Faso. We need to build on these efforts, leveraging the comparative advantage of each organization, to strengthen joint analysis of conflict risks. We are proud to be a donor to the PBF's Humanitarian-Development-Peacebuilding Partnership (HDPP) Facility which strengthens the relationship with the Bank.

Financing for peacebuilding is broader than just financing for the PBF; it also speaks to issues of aid effectiveness in FCAS. Despite donor commitments expressed through the New Deal, aid flows in support of key peacebuilding activities have remained stagnant. Canada is an active member of the OECD-DAC International Network for Conflict and Fragility (INCAF), which has supported the OECD DAC Recommendation on the Humanitarian-Development-Peace Nexus. Canada is supportive of this recommendation, which seeks to increase policy and operational coherence between humanitarian, development and peace efforts, particularly in FCAS. It is a positive step forward to address the risks and vulnerabilities faced by afflicted communities and to strengthen financing for conflict prevention and peacebuilding.

Canada and Sierra Leone co-chair the International Dialogue for Peacebuilding and Statebuilding (IDPS) which facilitates cooperation among development partners in INCAF, civil society through the Civil Society Platform for Peacebuilding and Statebuilding, and fragile and conflict-affected countries through the governments of the g7+. Through this tripartite structure, the IDPS has enhanced its members' ability to deliver increased, targeted and more effective nationally-owned peacebuilding and statebuilding. The platform aligns the efforts of its three constituencies and engages in ongoing dialogue. In 2019, IDPS members committed to the

IDPS 2019-21 Peace Vision² which aims to enhance national cohesion; advance gender equality and the Women, Peace and Security agenda; and support a peace-promoting private sector.

What opportunities and entry points exist to maximize collective impact for peacebuilding in the coming years, also given the expected impacts of COVID-19?

We are concerned about the effects of COVID-19 in FCAS, notably states receiving support in implementing their peacebuilding priorities. Immediate shocks, as well as the associated socio-economic challenges, could increase fragility or drive conflict. In this context, we believe it is imperative that our efforts seek to address root causes of conflict, and at a minimum, be conflict-sensitive, given the structural work on governance, planning, sustainable economic growth, and capacity building that lies ahead to support FCAS in addressing COVID-19. Strengthening economic security and resilience is critical to both the current response and building resilience to future shocks. This is a pivotal moment for the UN, the multilateral system, and the prevention agenda. Failure to deliver inclusive support will undermine hard won progress.

How can the Peacebuilding Commission foster greater partnerships?

The PBC's convening power and bridging role are major strengths in fostering greater partnerships. While responsiveness is important, we believe the PBC should work with longer time frames and strengthen advance planning/ consultation with Member States. We believe this will enable it to meaningfully contribute to key processes, such as UNSC mandate reviews, major events on financing, UN policy reviews, and thematic meetings on issues such as climate change or women, peace and security. In order to build longer term relationships with its partners, the PBC also needs to strengthen transparency and mutual accountability through follow-up of its engagements. We welcome the effort by the PBC to track commitments in Burkina Faso as a follow-up to the PBC launch of the government's Matrice d'Actions Prioritaires in March 2020.

The PBC also needs to work to be more inclusive. It should consistently invite contributions and participation from a more diverse range of partners, particularly those from locally-led community-centered organizations, with an effort to reasonably represent all populations and various areas of development and peacebuilding. For instance, changes that have been implemented to allow remote participation in PBC meetings during the pandemic provides opportunities to diversify and increase the range of briefers on a given subject. However, caution must be taken to avoid methods which limit dialogue by reducing participation, for example that of civil society, or fail to create space for meaningful discussion, such as submission of statements compared to convening meetings, and not providing simultaneous interpretation. We also note the need for other parts of the UN system to engage with the PBC in a meaningful way to ensure coherence and integration across the UN's pillars.

The need for creative, flexible solutions is evident with the growing role for the PBC, and the increasing number of countries seeking to engage it outside of the configuration model. Each state is different, so it makes sense that each engagement is tailored to their nationally-led priorities, in a way that is conflict- and gender-sensitive. To do so meaningfully and consistently

² https://www.pbsbdialogue.org/media/filer_public/f8/5a/f85a6879-f10d-4c25-b776-6b65376fa0bd/final_idps_peace_vision_eng.pdf

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requires a greater level of sustained, flexible, and responsive engagement by the PBC and the PBSO. These will require resources, both in the capacity of Member States leading the PBC, and at the Peacebuilding Support Office. It will be important to restore the “troika” model for PBC chairing, wherein the incoming and outgoing chairs serve as vice chairs to ensure continuity, and to consider ways in which other PBC members can support the chair by leading initiatives through the PBC.