

# SECRETARY-GENERAL'S PEACEBUILDING FUND

2020-2024 STRATEGY



United Nations  
Peacebuilding



## United Nations Peacebuilding

**Acknowledgements:** The strategy was informed by key recent studies as well as lessons drawn from the increasing range of portfolio and project evaluations and thematic reviews conducted by the Fund and its partners. It moreover benefited from wide consultations with UN agencies and departments across the peace and security, development and human rights pillars; the Peacebuilding Commission; the Peacebuilding Fund's Advisory Group; donors and other Member States; and regional and civil society organisations.



*“Global conflict trends and the expected number of United Nations transitions will require the Peacebuilding Fund’s critical support. The Fund’s new strategy will require unprecedented commitment from Member States, making my request for a quantum leap of support more pressing than ever”*

António Guterres  
**Secretary-General**

*The Secretary-General’s Peacebuilding Fund is the organization’s financial instrument of first resort to sustain peace in countries or situations at risk or affected by violent conflict. The Fund invests with UN entities, governments, regional organizations, multilateral banks, national multi-donor trust funds or civil society organizations.*

*The Fund works across pillars and supports integrated UN responses to fill critical gaps; respond quickly and with flexibility to peacebuilding opportunities; and catalyze processes and resources in a risk-tolerant fashion.*

---

**Cover picture:**

© Paso Colombia

*Gender-sensitive reskilling in post-conflict Colombia: family care while parents attend trainings for alternatives to coca production.*



[un.org/peacebuilding](https://un.org/peacebuilding)



[@UNPeacebuilding](https://twitter.com/UNPeacebuilding)



[UNPeacebuilding](https://www.facebook.com/UNPeacebuilding)



[@UNPeacebuilding](https://www.instagram.com/UNPeacebuilding)



**T**he scale of violent conflict the world is facing today requires from us a concerted international effort to not only reduce the impact but also to prevent further escalation and misery. As we mark the 75th anniversary of the United Nations,

we must - more than ever - live up to the aspirations of our founders to “save succeeding generations from the scourge of war”.

Global turmoil and divisions compel us to show the added value of multilateralism, strengthen our tools and adapt to new realities. Focusing on crisis response alone is unsustainable. We have to significantly increase our investments in prevention, and rebalance and integrate our approaches in line with our efforts to deliver the Sustainable Development Goals. In doing so, we need to pay far more attention to women and young people as agents for peaceful change and inclusive development. At a time when international action often falls short on key global challenges, they are showing remarkable leadership and capacity to mobilize others for the advancement of global solutions. Without their full participation in society, neither peace nor prosperity can be ensured over the long term.

We know that prevention works, saves lives and is cost-effective. But we must recognize we have been massively underinvesting. This can and must change. Peacebuilding requires political will and national leadership, but also the right support at the right time from the international community. It is important to take risks for peace and to enable actors such as the United Nations with the right mandate and entry points to seize opportunities—flexibly and quickly, bringing together the full range of the UN system's capacities.

The United Nations Peacebuilding Fund is a critical vehicle to support resilience and prevention. Over the past several years, the Fund has shown the tremendous capacity of Governments, the United Nations entities and partners to deliver results. I hope Member States will respond to my proposals for a meaningful increase in its funding capacities. This strategy sets out a vision for how we can address, with even greater dynamism and determination, the grave challenges of our times through a significant further increase in funding for prevention, peacebuilding and peace.

**António Guterres**  
**Secretary-General**

# EXECUTIVE SUMMARY

**The Secretary-General's Peacebuilding Fund is the United Nations' instrument of first resort to respond and prevent violent conflict.** In response to escalating levels of violent conflict since 2010, the Secretary-General embarked the United Nations on an ambitious reform agenda. He called for greater national leadership, a shift from response to prevention through cross-pillar strategies and a quantum leap of support to the Peacebuilding Fund—to enable United Nations system support to governments and societies dealing with complex conflict risks.

**Contributing directly to the Department of Political and Peacebuilding Affairs 2020-2022 Strategic Plan, the PBF's Strategy for 2020-2024 sets out a bold vision to meet increasing demand to invest in peacebuilding through a broad range of partners.** Although support to the Fund grew during the 2017-2019 cycle, demand has now outpaced available funding. Over the next five years, the PBF needs to significantly scale up to support an increasing range of countries and regions before, during and after an escalation of violent conflict. This will bolster the positive momentum in the Peacebuilding Commission and enable development actors to accelerate achievement of the Sustainable Development Goals (SDGs), recognizing that sustainable development is the most effective tool for prevention and that countries facing the greatest challenges to achieve the SDGs are those affected by violent conflict.

**The PBF will focus on its unique comparative advantage as a timely, catalytic and risk-tolerant investor, with increased emphasis on quality assurance and learning, and a balanced approach to scale and focus.** Meeting increased demand and supporting approximately forty countries requires faster and more systematic feedback loops for the benefit of beneficiaries and implementing partners, and to inform the Fund's investment decisions. The PBF is increasingly supporting new approaches in high-risk environments, which requires adaptation and learning from failure. Balancing scale and focus means investments large enough to make a meaningful difference to catalyze national and international peacebuilding efforts while maintaining clear sight of the Fund's niche and priorities.

**Substantively, the Fund will maintain its core peacebuilding focus areas mandated in its terms of reference while scaling up its support to cross-border and regional approaches, transition contexts, prevention and inclusion.** The Fund has received high demand for investment in regional approaches and anticipates a strong focus on facilitating transitions between United Nations configurations through more predictable financing. Given the role of horizontal inequalities and exclusion in driving today's violent conflicts, the Fund will further evolve its special Gender and Youth Promotion Initiatives; and continue to surpass its target of dedicating 30% of investments to gender-sensitive approaches; and place additional emphasis on inclusion of marginalized groups in peacebuilding processes.

**The PBF is uniquely placed to incentivize coherent work across institutional mandates, based on national leadership, which is essential for peacebuilding.** All PBF-funded programmes are approved and developed together with national institutions. Portfolio evaluations have repeatedly shown how the Fund provides strong incentives for the UN system and partners to work jointly in support of national efforts based on strong integrated analysis across pillars. As an integral part of the UN's Peacebuilding Architecture, the Fund and its partners will ensure experience is widely shared notably through the Peacebuilding Commission.

**This strategy is the most ambitious for the PBF yet, designed to ensure the Fund is a core instrument at the heart of the UN's peacebuilding and sustaining peace efforts, and a driver of the critical United Nations reform agenda.** Success will be a joint responsibility of the Fund and its partners and requires meeting the investment objectives while continuing to demonstrate the Fund's catalytic effects. The Fund will benefit from continuous guidance of the PBF's independent Advisory Group, the PBF Group of Friends as well as the group of top donors, allowing for course corrections and flexibility, including in response to recommendations from the 2020 Peacebuilding Architecture Review. The review will provide orientation and inspiration for recipient organisations, partner countries, donors and other stakeholders united by the aim to build and sustain peace.

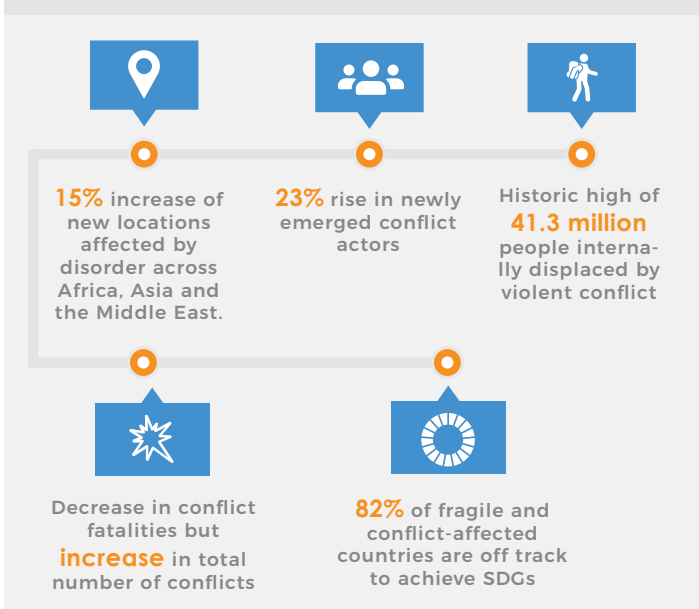
# 1. GLOBAL CONTEXT

## CONFLICT TRENDS

The surge in violent conflict around the world since 2010 has drastically increased human casualties, displacement, and humanitarian needs, often reversing hard-fought political, human rights and development gains and putting achievement of the Sustainable Development Goals at risk. Conflicts have become more regional in nature, spilling into one another in ways that drive instability and trigger consequences far beyond the region. Violent conflict is also increasingly intractable: more than 60 per cent of the conflicts from the early 2000s have recurred in the past decade. The growing role of transnational criminal networks and other non-state actors, some pursuing extremist agendas, has made today's conflicts more difficult to resolve with traditional negotiation and settlements.

**Global trends indicate a geographical expansion of political violence amidst an increased proliferation of conflict actors and rising close-proximity violence against civilians.** Civilians continue to bear the brunt of conflict with devastating impact particularly on women, children and youth. Attacks on women human rights defenders, humanitarians and peacebuilders have risen dramatically, further undermining the still insufficient progress on leadership and meaningful participation of women in peacebuilding.

### KEY FIGURES 2018-2019



**Around the world, and particularly in regions already suffering from insecurity, climate change poses an increasing danger to peace.** The effects of climate change and environmental degradation can compound other conflict drivers or even become security risks in their own right. Their cross-cutting and multi-temporal nature also undermines prevention efforts. New pressures from digital technologies, the virality of hate speech, and disinformation are further confounding the conflict landscape.

**The spread of violent conflict, instability and unrest into middle-income countries with relatively strong institutions has called into question the longstanding assumption that economic growth would lead inexorably to peace.** As highlighted by the joint UN-World Bank study *Pathways for Peace*, political solutions are crucially important to address issues of inequality and exclusion, including of women, youth, and marginalized groups. Member States must address these challenges if they are to achieve the Sustainable Development Goals, an end in their own right but also, as the Secretary-General has noted, the best tool for prevention.

**Yet the space for diplomacy and multilateral cooperation has narrowed as deep divisions amongst major powers have led to paralysis on threats to international peace and security.** As nationalism and protectionism appear to be rising, faith in multilateralism is on the decline, eroding international norms in the process. This complicates the efforts of the UN and its partners to help find political solutions to conflicts and undermines our collective ability to manage risks.

**A renewed and accelerated period of reconfiguration and drawdown of peace operations presents both opportunities and challenges.** While such transitions bear opportunities to consolidate peace gains and benefit from shifting aid modalities, there is a statistically higher risk of conflict relapse in countries that have experienced cycles of violence in the past. The Security Council has mandated the closure of several missions in recent years. The next wave of expected transitions is often taking place in large geographic areas with limited state presence and continued protection and other structural deficits.

**Despite these trends, there is evidence that well-targeted peacebuilding approaches can enhance the resilience of conflict-affected communities and transform how local and national institutions prevent and manage conflict more effectively.** Independent evaluations of PBF-funded initiatives and other studies have repeatedly demonstrated that local-level community dialogues and early warning systems can contribute to improved inter-group social cohesion, enhanced trust between communities and state institutions, and reduce levels of violence.

## UN RESPONSE AND REFORM

**The 2016 resolutions on the review of the peacebuilding architecture underscored that lasting peace cannot be achieved without national ownership while recognizing that conflict risks do not emerge in isolation; they result from interactions of deeply rooted dynamics, shocks to fragile systems, and the political decisions of leaders.**

The inter-related nature of these risks means that the UN must take a holistic approach, drawing on resources and capacities across the system focused on preventing the outbreak, escalation, continuation and recurrence of conflict while working effectively with a wide range of national, regional and international partners; addressing root causes; assisting parties to end hostilities and facilitating national reconciliation; and moving towards recovery and sustainable development while respecting and protecting human rights and fundamental freedoms. The resolutions also stressed the importance of women's leadership and participation in conflict prevention and peacebuilding, and encouraged the promotion of the gender dimensions of peacebuilding.

**To strengthen the United Nations for this task, the Secretary-General has led an ambitious reform process with the core goal of enabling the UN to fulfil its mandate to prevent large-scale human suffering.** The reforms focus on improving UN engagement on the ground by driving more integrated across the peace and security, development, and human rights pillars. In conflict-affected countries, the development system reform and reconfigured role of the Resident Coordinators ensure more concerted efforts to avert conflict impeding SDG attainment, facilitating analysis and planning to inform increased prevention and peacebuilding efforts by development, human rights, and humanitarian agencies, funds and

programmes. Moreover, the Secretary-General has prioritized actions to counter lagging progress of the Women, Peace and Security Agenda.

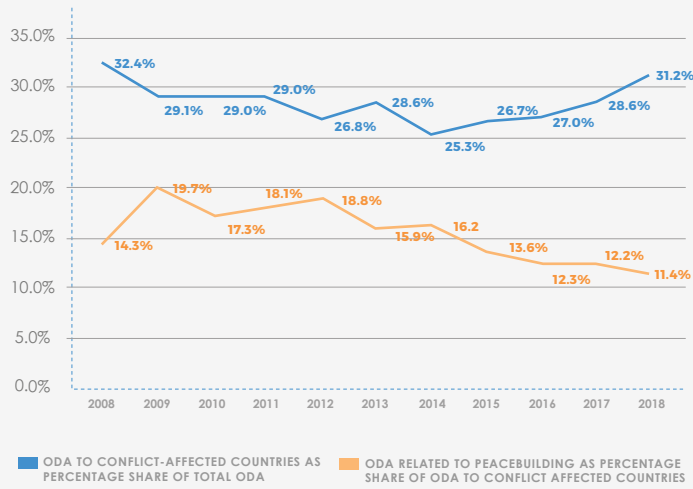
**The role of the Peacebuilding Architecture has evolved from a relatively self-contained set of bodies to an integral part of a larger whole in which it plays a crucial role to ensure greater coherence.** The Peacebuilding Commission has become an important Member States forum to provide integrated advice that complements the Security Council and mobilizes support from the international community for specific peacebuilding challenges. The renewed role of the Peacebuilding Support Office, which manages the PBF, as part of the new Department of Political and Peacebuilding Affairs (DPPA) allows it to better support cross-pillar approaches. DPPA's Strategic Plan 2020-2022 illustrates how the Fund connects with the full range of instruments and capacities at the Department's disposal, and how the Fund benefits from enhanced analytic and strategic capacities of the new shared regional structures.

## FINANCING FOR PEACEBUILDING TRENDS

**This PBF Strategy begins in a context of continued aid volatility and financing gaps in fragile and conflict-affected countries.** As summarized in *Pathways for Peace*, based on OECD DAC data, aid has remained unevenly distributed - 34 out of 56 fragile countries received less ODA per capita than the average; volatile - diverted from development and institutional support to humanitarian relief and back again; and infrequently directed to peace and state-building. There is moreover an increasing tendency to earmark funds, risking siloed approaches and leading to less flexibility in the system.

**Although prevention is a cost-effective way to secure development gains, adequate, predictable and sustained financing remains a critical challenge.** On one hand, the share of total ODA allocated to conflict-affected countries and territories continued to increase in 2018 to 31.2% , from a low in 2014 of 25.3%. Yet, the share of ODA for peacebuilding in these settings has declined, from 19.7% in 2009 to 11.2% in 2018, which amounts to \$ 6.7 billion in 2018. By contrast, global military spending rose to \$1,822 billion in 2018, marking the highest level since 1988.

### SHARES OF OFFICIAL DEVELOPMENT ASSISTANCE FOR PEACEBUILDING AND FOR OF CONFLICT AFFECTED COUNTRIES



Source: Peacebuilding Support Office, based on OECD data.

### The Women, Peace and Security Agenda remains severely underfunded.

While the overall share of bilateral aid for the promotion of gender equality in conflict-affected contexts has increased since 2010, the proportion of aid going to programmes with gender equality as the primary objectives has stagnated at the same level under 5%, relying on a very small group of major donors. Women's leadership continues to be impeded by lack of access to sustainable funding sources, with only 0.2% of bilateral aid to conflict-affected contexts going directly to women's organizations in 2016-17.

### Many peacebuilding interventions need medium-sized investments for which it has become harder to secure funding.

The OECD report *States of Fragility 2018* showed how this "missing middle" was hampering investments in public goods in fragile and conflict-affected countries. Many projects were either in a group of very small sizes, ranging from \$1,000 to \$30,000, or in group starting at \$2 million for bilaterals and \$10 million for multilaterals. The former tend to be too small for broader impact and have comparatively high transaction costs, while middle-sized programmes aimed, for instance, at peacebuilding outcomes such as social cohesion struggled to attract financing. Moreover, mobilizing financing for sub-national institutions -who often have low absorption capacities- was also found to be complicated.

This leaves such institutions often "chronically underfunded despite recognition that pockets of fragility often exist at the sub-national level".

### Countries undergoing transitions from peace operations tend to experience higher degrees of aid volatility as the main mechanisms and the scale of international support shift.

The 2020 OECD study *Mission Drawdowns – Financing Sustainable Peace* highlights how the "financial cliff" is less about donor fatigue and more about donors unlikely to shift allocations to peacebuilding programmes given development programming is often locked in for three to five-year periods. Recent transitions, such as the drawdown of peacekeeping missions in Liberia and Haiti, evidenced this: the PBF was one of the few resources available to the United Nations Country Team to scale up efforts in areas previously covered by the missions, or requiring renewed attention. However, the Fund's resourcing levels were insufficient to meet demand. With the significant scale of downsizing or closing peace operations in the coming years, the challenge of transition financing remains significant.

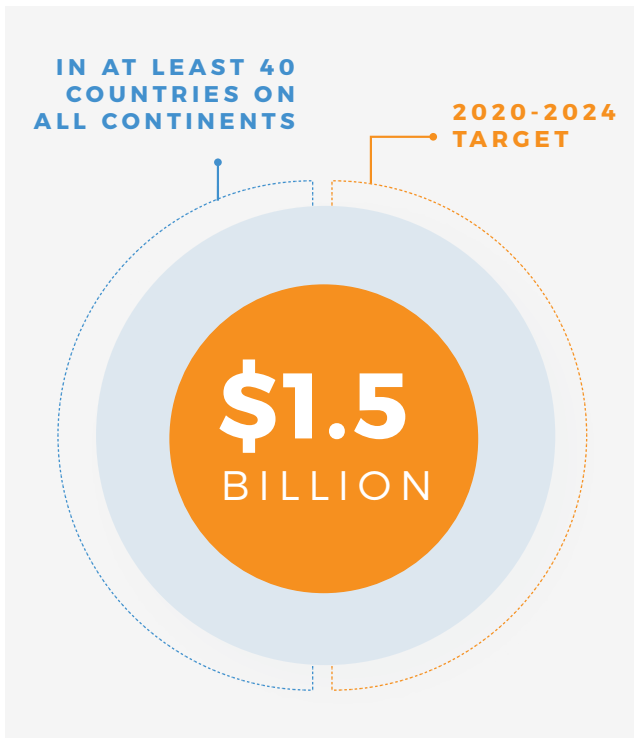


© UN Photo / Abdul Fatai Adegboye 2019. In Côte d'Ivoire, the PBF filled a critical gap during the transition phase from a peacekeeping configuration allowing it to maintain the focus on peacebuilding, and as the largest contributor to the programme helped catalyze other donors and the Government to fund approximately 90 per cent of the programme.



## 2. INVESTMENT PRIORITIES

### INVESTMENT OBJECTIVE

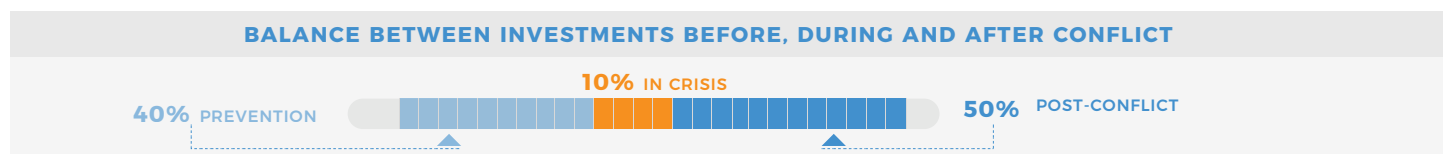
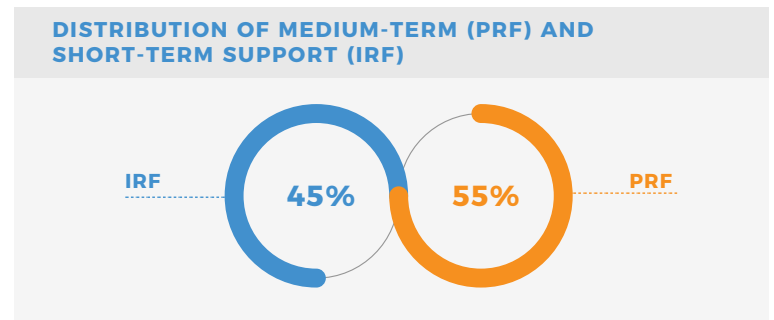
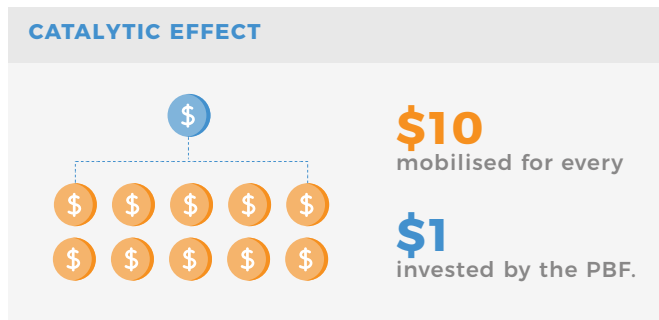
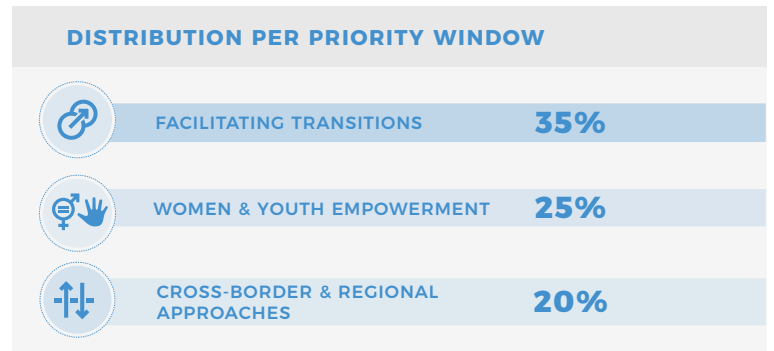
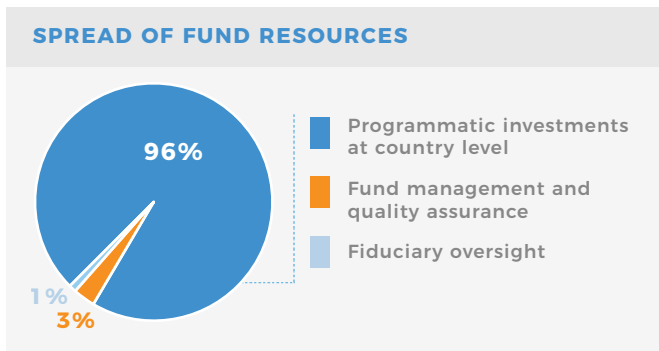


In view of global need for peacebuilding support and the demand and approval levels of the past years, the PBF aims to invest \$1.5 billion over this five-year period. This would amount to an increase of almost 70% compared to the previous period. The Fund deems this sufficiently ambitious and necessary to meet demand to remain a relevant instrument in the face of today's challenges and as the next phase towards meeting the Secretary-General's vision to achieve \$500 million of investments in peace per year through the PBF.

The Fund plans to manage growth gradually, aiming to increase approvals at approximately the same rate as growth in donor contributions in the previous year.

The PBF plans to invest in about 40 countries at any given time, with a balance of countries receiving larger investments over five-year periods following their request and the Secretary-General's approval of full eligibility; and those countries that receive a limited, time-bound amount in response to urgent needs or opportunities.

The PBF is a demand-driven fund which responds flexibly to peacebuilding opportunities. It nonetheless anticipates the following approximate distribution of investments:



## ☰ FUND ACCESS AND PRINCIPLES

PBF RESPONSE	
<b>IRF</b> Immediate Response Facility	🕒 Approvals within 48 hours
<b>PRF</b> Peacebuilding Recovery Facility	👑 Eligibility granted by the SG

The Fund strives to respond as early and quickly as possible to peacebuilding opportunities and national demand. Any country with urgent peacebuilding needs can access limited, short-term support through the Fund's **Immediate Response Facility (IRF)**. Accessing a broader support package with a medium-term horizon through the **Peacebuilding and Recovery Facility (PRF)** requires eligibility granted by the Secretary-General upon request of the Head of State or Government which includes a thorough conflict analysis and strategic prioritization process. Priority will continue to be given to countries considered "aid orphans" with significant financing gaps for peacebuilding.

The Fund's investments are guided by its core principles as well as UN strategies and decision-making mechanisms at country (UN Common Country Analysis, Sustainable Development Cooperation Frameworks, Mission mandates), regional (Regional Prevention Strategies) and global level (Secretary-General's Executive Committee and Regional Monthly Reviews).

PBF PRINCIPLES		
1 Timely		4 Inclusiveness and national ownership
2 Catalytic		5 Integrated support
3 Risk-tolerant		6 Cohesive UN strategies

## 🕊 PEACEBUILDING AND SUSTAINING PEACE BEFORE, DURING AND AFTER AN ESCALATION OF VIOLENT CONFLICT

Over this planning period, the Fund expects to further increase its investment in prevention efforts, maintain a significant footprint on post-conflict recovery, and a smaller role in ongoing crisis contexts.

INCREASED EMPHASIS ON PREVENTION	COMPLEMENTARY SUPPORT IN CRISIS CONTEXTS	POST-CONFLICT RECOVERY
<b>T H E F U N D W I L L</b>		
<ul style="list-style-type: none"> <li>Act as a catalyst for integrated approaches to support the Secretary-General's vision on reorienting the UN's work around prevention, and to contribute to balanced approaches across peace, development, human rights and security.</li> <li>Work with a wider range of UN and other partners to expand their efforts and pilot new approaches, based on systematic analysis of conflict risks such as exclusion and human rights violations.</li> <li>Support national ownership and inclusion in political processes as prerequisites for successful prevention, including through more emphasis on inclusive local governance capacities and youth empowerment.</li> <li>Provide more support to managing conflict risks emanating from climate-change related pressures on people and resources.</li> </ul>	<ul style="list-style-type: none"> <li>Only use its Immediate Response Facility (IRF) in these contexts.</li> <li>Focus on mitigating the further escalation of conflict, especially at local levels.</li> <li>Complement broader UN peace and mediation efforts, for instance by investing in positive actors for peace or initiatives that support enabling environments for mediation.</li> </ul>	<ul style="list-style-type: none"> <li>Offer broader, multi-year support packages on request of national authorities based on thorough joint conflict analysis and priority plans.</li> <li>Focus especially on countries undergoing transitions between UN configurations.</li> </ul>

## ◆ PRIORITY WINDOWS



### SUPPORTING CROSS-BORDER AND REGIONAL APPROACHES

A comparative advantage for the Fund in a context where transnational and regionalized conflicts have spread, and international aid systems have not sufficiently adjusted to enable adequate responses.

#### KEY OBJECTIVES

- **Extend** the PBF's support to cross-border programmes to initiatives that can help address wider regional trends through multi-country programming, e.g. on issues like transhumance, migration, violent extremism and dealing with conflict drivers exacerbated by climate change
- **Enable** recipient organizations to extend their presence and pilot new approaches in underserved geographies working holistically across the development—humanitarian—peacebuilding nexus.
- **Support** the UN's regional prevention strategies, enabling joint approaches of a range of partners from the UN system, regional and civil society organizations.
- **Develop** new avenues for civil society organizations to implement programs in areas where UN access and presence is more limited
- **Strengthen** the UN's strategic cooperation on peacebuilding with regional organizations especially the African Union.



### FACILITATING TRANSITIONS

A major priority for the United Nations, the Fund expects the largest share of its investments in this period to support countries undergoing complex transitions, especially when UN configurations change.

#### KEY OBJECTIVES

- **Generate** momentum for peacebuilding strategies and international support through close collaboration with the Peacebuilding Commission and other stakeholders, leading to improved coherence and sequencing of aid instruments.
- **Address** transition financing gaps through greater investments in approximately eight transition contexts, providing more predictability for partner countries and the United Nations while preparing the ground for longer-term financing to start.
- **Support** the implementation of the Secretary-General's planning directive on transitions, ensuring that financing planning begins two years before mission closures, and anticipates the following five years.



### FOSTERING INCLUSION THROUGH WOMEN AND YOUTH EMPOWERMENT

To help achieve the 2030 Agenda for Sustainable Development's commitment to "leave no one behind", and to recognise the critical role of young people and women in peacebuilding.

#### KEY OBJECTIVES

- **Support** the meaningful participation of women, young people, and the most marginalized in peacebuilding.
- **Increase** the volume of the Fund's special calls for proposals, the Gender and Youth Promotion Initiatives, to better meet growing demand.
- **Recalibrate** the focus of the special calls in close consultation with recipient entities to ensure they help address gaps in the WPS and YPS agendas; and to incentivize innovation, e.g. changing concepts of masculinity, unblocking the structural impediments for participation of both women and youth, and shifting youth programming towards facilitating inclusive governance mechanisms and policy dialogues.
- **Expand** partnerships with civil society organisations and explore new avenues to make funding available for community-based organisations.
- **Surpass** the PBF target that supported programmes should invest at least 30% of their resources in gender-sensitive peacebuilding.

## FOCUS AREAS



### IMPLEMENT AND SUSTAIN PEACE AGREEMENTS

- Political dialogue
- Rule of law and transitional justice
- Security sector reform
- Disarmament, demobilisation and reintegration

“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.”

**Complementing mandates of UN Missions, especially in transition contexts. Moreover, women continue to be insufficiently included in peace processes.** The Fund therefore expects to place special emphasis on:

- **Supporting** inclusive political processes and political solutions for the effective implementation of peace agreements, in line with priorities defined under the Action for Peacekeeping Declaration.
- **Supporting** local-level and community-based processes to complement high-level mediation efforts, combining UN capabilities with those of other actors such as civil society and regional organizations.



© UN RCO / Papua New Guinea, 2019. In Papua New Guinea the PBF assisted in signing of parliamentary partnership agreement between National Parliament and Bougainville House of Representatives, to increase collaboration during and after the referendum.



### DIALOGUE AND PEACEFUL COEXISTENCE

- National reconciliation
- Conflict prevention and management
- Democratic governance



“Activities undertaken to build and/or strengthen national capacities to promote coexistence and peaceful resolution of conflict and to carry out peacebuilding activities”

**In view of global trends, the Fund expects continued high demand from Member States to support national capacities with the peaceful and inclusive management of critical reform and transition processes, coping with the displacement crisis, and to deal with long-lasting legacies of violent conflict.** The Fund therefore expects to place special emphasis on:

- **Facilitating** inclusion of marginalized groups, given the extent to which exclusion has proven to be a driver of conflict.
- **Countering** hate speech and other divisive practices, and investing in civic education.
- **Supporting** durable solutions for displaced and host populations by complementing humanitarian efforts with investments in conflict management and dialogue.
- **Building** capacities that help communities better cope with shocks that can exacerbate conflict risks, such as insecurity, climate and economic shocks in both urban and rural settings.



© UN PBF / Niger, 2019. The PBF increased women's participation in conflict prevention platforms between the communities and security forces in Niger.



## PEACE DIVIDENDS

- Employment generation
- Equitable access to social services

“

*Activities undertaken in support of efforts to revitalize the economy and generate immediate peace dividends for the population at large”*

**To ensure a peacebuilding impact, employment and social services in conflict-affected areas need to be targeted at the people who most need them, the most marginalized and hard-to-reach, and they need to have a voice in how this is provided. Based on an understanding of gendered and youth dynamics,** the Fund sees its niche especially in:

- **Jump-starting** new partnerships and encouraging engagement in neglected or higher risk geographies, for instance on livelihoods, food security and peacebuilding in remote rural or border regions.
- **Facilitating** a shift away from short-term job projects to incentivizing economic inclusion, especially of youth.
- **Developing** better sequencing strategies and partnerships to take successful initiatives to scale, especially through cooperation with the International Financial Institutions and other donors.
- **Increasing** engagement with the private sector, for example by expanding pilots with social impact investment bonds encouraging SME to invest and employ in higher risk areas.



© UN RCO / Liberia, 2020. In Liberia, together with FAO, the PBF equipped community members with skills and tools to help them practice agriculture as both a source of food and livelihoods.



## RE-ESTABLISHING BASIC SERVICES

- Strengthening of essential national state capacity
- Extension of state authority/local administration
- Governance of peacebuilding resources

“

*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”*

**The Fund expects some increase in this area given levels of conflict and complex transitions, as well as many areas that have had little to no presence of state services. Understanding that there is no automatic link between such services and more legitimacy and trust,** the Fund expects to place special emphasis on:

- **Enabling** the UN and others to accompany governments in strengthening their capacities especially at the local level and extending their ability to provide services for citizens, combined with a strong emphasis on state-citizen engagement. Strengthening local governance capacities.
- **Facilitating** partnership and financing strategies with larger donors and national authorities to ensure the PBF can generate catalytic effects, such as piloting new systems or jump-starting critical capacity provision that can be taken to scale through larger financing instruments



© UN RCO / El Salvador, 2019. The migrant returnees in El Salvador established entrepreneurial ventures in health and wellness services, food catering, hair salons and poultry farming, supported by the PBF together with WFP.

# 3. PARTNERSHIPS FOR PEACEBUILDING

**The PBF plays a critical role in enabling partnerships based on comparative advantages and complementarity, understanding that no actor can make a significant difference alone.**

This is an important contribution to the partnership objectives of DPPA's Strategic Plan 2020-22.

**To support integrated approaches and cohesion of the UN System, the Fund:**

- **Provides** strong follow-up to decisions by the Secretary-General's Executive Committee, Regional Monthly Reviews, and Integrated Task Forces.
- **Connects** with the Peacebuilding Commission to link integrated advice and support from the international community with good practices and sustained support on the ground.
- **Empowers** the strategic capacity of Special Representatives and Special Envoys of the Secretary-General and Resident Coordinators to emphasize conflict prevention and peacebuilding in analysis and planning processes, and to catalyse programmatic integration with peacekeeping and political missions.
- **Ensures** complementarity with programmatic assessed funding of Missions; with the distinct roles of the CERF and the SDG Fund; and with the full range of capacities in DPPA, DPO, and the UN agencies, funds and programmes including the UNDP-DPPA Joint Programme on Conflict Prevention and the capacities deployed thanks to the DPPA Multi-Year Appeal.

**To facilitate partnerships essential for catalytic effect and broader coalitions for peace, the Fund:**

- **Facilitates** joint analysis, planning and programming across pillars, in support of nationally-led plans, including with the World Bank, the EU, and other partners, for example through the UN-World Bank-EU joint Recovery and Peacebuilding Assessments.
- **Seeks** to further enhance sequencing of aid instruments by addressing gaps and proofing concepts that can be followed up or taken to scale by bilateral donors, the EU, International Financial Institutions and others.

- **Increases** partnerships with civil society organisations both for learning and to help provide more flexible funding to local-level organisations, with modalities adjusted to different capacity levels from context to context.

- **Integrates** regional organisations in the development and implementation of peacebuilding strategies and provides programme support directly or through UN partners to facilitate a greater role of these bodies.

- **Consolidates** and manages these partnerships through coordination at headquarters and the Fund's communication efforts, and at country level through the Resident Coordinators and, in larger recipient countries, through the PBF Secretariats.

## HUMANITARIAN-DEVELOPMENT-PEACEBUILDING AND PARTNERSHIP FACILITY

This special Facility managed by PBSO enables strategic collaboration between the UN, the World Bank Group, and other partners, catalysing joint efforts to increase impact in crisis-affected situations. The Facility accepts joint proposals from UN and World Bank leaders at country and HQ-level.



**Joint assessments and joint planning frameworks**



**Joint evidence base for programming through joint analysis and joint data**



**Design and implementation support to scale up impact**

# 4. FUND MANAGEMENT AND QUALITY ASSURANCE

Management and quality assurance systems will require further adaptation to ensure the Fund balances oversight of greater resources with its ability to remain flexible and effective. For a system-wide pooled-fund to succeed, implementation responsibility must be shared, and recipient UN agencies and partners have a critical role to deliver this strategy in full.

## MANAGEMENT STRUCTURE

- The Fund expects the secretariat to grow with new expertise and capabilities to complement its technical support functions through deployments under its Programme Support Roster, which it will also increase. The costs for the secretariat, as a percentage of contributions, will continue to shrink.
- Small PBF Secretariats in eligible countries to support Resident Coordinators, national counterparts and recipient agencies.
- The Fund may also deploy Programme Officers into regional hubs to account for oversight and support of larger portfolios closer to the recipient countries.

Going forward, the Fund will increase its ability to track a wider range of key management information data through the overhaul of the MPTFO Gateway, which holds complete information about all PBF-funded projects, and complementary analytical systems.

### KEY FACTORS TRACKED IN THE PBF'S MANAGEMENT INFORMATION SYSTEM

FUND LEVEL	PROJECT LEVEL
<ul style="list-style-type: none"> <li>• Income, approval and cash-balance levels</li> <li>• Demand and allocations across Priority Windows and Focus Areas</li> <li>• Utilization of the Fund's 3% overhead</li> </ul>	<ul style="list-style-type: none"> <li>• Quality of project proposals</li> <li>• Catalytic effects of projects</li> <li>• Budgeting and expenditure of gender-responsive peacebuilding efforts</li> <li>• Risk, success and failure assessments</li> <li>• Contribution to the Sustainable Development Goals</li> <li>• Budgeting and expenditure in relation to OECD credit reporting system</li> </ul>

## TRANSPARENCY AND ACCOUNTABILITY

The Fund will draw on this data for its day-to-day management and to inform regular reporting. It will also be the basis for independent reviews to help analyze performance data, take stock of contextual developments and recommendations from key stakeholders and the Fund's Advisory Group, and allow the Fund to make adjustments to its strategy as needed. All reports, reviews, and evaluations will be published on the Fund's website and the MPTFO Gateway, respectively.

REPORTING	INDEPENDENT REVIEWS	OVERSIGHT
<ul style="list-style-type: none"> <li>• Annual Secretary-General report to the General Assembly</li> <li>• Periodic results synthesis reports</li> <li>• Annual project evaluation synthesis reports</li> <li>• Bi-annual project progress reports from recipients</li> </ul>	<ul style="list-style-type: none"> <li>• Mid-term review of the PBF Strategy in 2022</li> <li>• Global review in 2024</li> <li>• Regular Audits</li> </ul>	<ul style="list-style-type: none"> <li>• PBF external Advisory Group</li> <li>• Quarterly Member States meetings of PBF Group of Friends</li> <li>• Annual Strategic Financing Dialogue with top donors</li> <li>• Joint Steering Committees in PRF countries</li> <li>• Annual donor visits to recipient countries</li> </ul>

## DATA MANAGEMENT, MONITORING AND EVALUATION

The Fund has invested in peacebuilding initiatives since 2006 and has made project evaluations mandatory from 2018. This gives the PBF a unique data advantage that it will harness further to inform its own decision-making and the practice of recipient organizations. It will also make this data more readily available to other interested parties for the sake of transparency and learning

Management and quality assurance systems will require further adaptation to ensure the Fund balances oversight of greater resources with its ability to remain flexible and effective. For a system-wide pooled-fund to succeed, implementation responsibility must be shared, and recipient UN agencies and partners have a critical role to deliver this strategy in full.

**NEW MEASURES TO ENHANCE M&E APPROACHES FOR PEACEBUILDING EFFECTIVENESS:**

- Improve guidance on how to measure “achievable change” and “catalytic effect”, with increased roles for PBF secretariats in close collaboration with recipient agencies, RCOs and Joint Steering Committees.
- Pilot new evaluative approaches in three countries, e.g. using quasi-experimental approaches for innovative or risky initiatives.
- Share noteworthy efforts of recipient agencies who innovate design, monitoring and evaluation in peacebuilding programmes.
- Align with system-wide changes in mission and non-mission contexts, notably the updated UN Common Country Analyses and country evaluations (guided by the Development Coordination Office) and the Comprehensive Performance Assessment System (CPAS) being introduced for all UN missions.
- Establish a design, monitoring and evaluation advisory function where leading experts periodically review and enhance monitoring and evaluation practices of the PBF and its recipients.

The Fund will focus on topics that are of multi-agency interest and complementary to the policy and knowledge work of respective lead agencies. It will develop and adjust guidance notes and facilitate workshops and webinars on this basis, always in collaboration with recipient agencies who are responsible for implementing programmes. Taken together, the PBF believes this approach will help make meaningful advancements in the practice of peacebuilders worldwide.

**LEARNING SYSTEM**

**POLICES AND LEARNING**



Leverage the PBF's data advantage to inform decision-making, system-wide policy development and institutional learning

**INTER-AGENCY KNOWLEDGE**



At country level and beyond, use transformative potential of the PBF as a system convener to create permissive environments for agencies to support holistic peacebuilding efforts and avoid siloes.

**FIELD-BASED LEARNING**



Better programming and inclusive approaches require feedback loops and learning at the project level, involving agencies and beneficiaries

Thematic reviews    
 Data analysis    
 Synthesis reports

**GREATER EMPHASIS ON LEARNING**

Monitoring and evaluation alone do not automatically lead to learning and quality improvement. The Fund also recognizes that taking higher risks or piloting new approaches requires faster feedback loops to enable adaptive programming and applying lessons, including those derived from failure.

It is important to not only capture “good practices”, but to apply knowledge through systematic feedback loops that facilitate tangible learning for better programming. This needs to happen at different levels for different purposes. The PBF will work with partners to create such feedback loops at three levels.



© UNDP Burundi / Patrice Brizard, 2018. Together with UNDP, IOM and UNHCR, the PBF supported the socio-economic reintegration of refugees, host-community members, returnees, and internally displaced people affected by the displacement crisis in both Tanzania and Burundi.

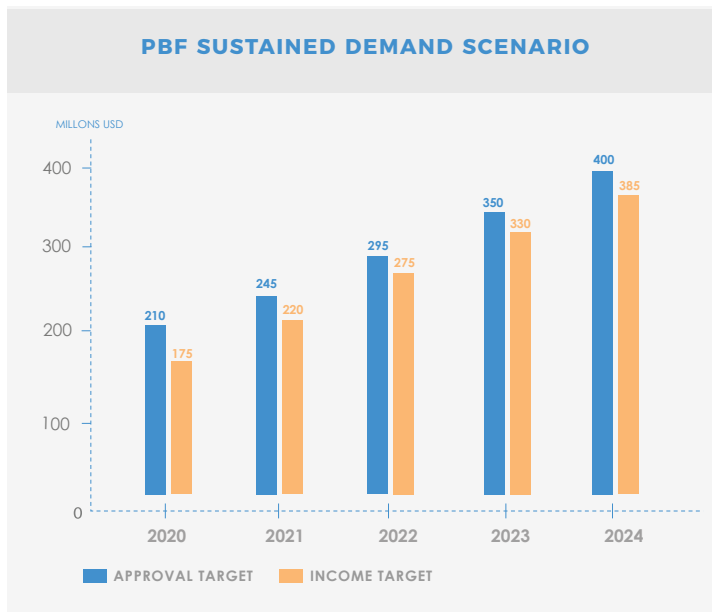


# 5. FUNDING STRATEGY

The Fund achieved growth over the 2017-2019 planning cycle through a modest overall increase in contributions, and by drawing significantly on the carry-over from the preceding cycle. The overall increase was only achieved, however, thanks to higher contributions from a small number of donors.

To meet the 2020-24 Strategy's objectives and make significant progress towards the Secretary-General's call for a quantum leap in contributions to the Fund, the PBF believes it will continue to depend to a large extent on voluntary funding but will also continue to pursue additional avenues.

To ensure growth is realistic and manageable, and to avoid overcommitments while still meeting expanded demand, the PBF has created a growth scenario that sets annual approval and income targets with a gradual and proportionate growth trajectory.



### The Fund will:

- Increase and diversify the number of the PBF's significant donors through further outreach and engagement with a broad range of Member States as part of the Secretary-General's drive for reforms.
- Encourage Member States to commit to a more regular and higher-volume replenishment cycle for the Fund by raising the profile of the Fund and creating an appropriate forum for replenishment commitments.

- Work closely with the Peacebuilding Commission which plays a central role in helping to mobilize funding.
- Pursue options presented by the Secretary-General of how to channel a proportion of assessed contributions to the PBF increasing predictability and ensure that investing in peacebuilding is anchored as a core commitment of the United Nations membership.
- Ensure consistent complementarity with other key system-wide Secretary-General Funds, notably the CERF and the SDG Fund.
- Explore innovative funding partnerships, including increasing private donations.



© Women Peacebuilders / 2018. In Kyrgyzstan, the PBF helped to prevent violent extremism with youth-led engagement in collaborative initiatives with the national government, and local self-government bodies to voice youth needs and grievances and seek opportunities for shared and constructive problem solving.



© UN PBF / 2018. In the Gambia, the PBF helped to provide justice to the human rights victims through the Truth, Reconciliation and Reparations Commission.

TIMELY



CATALYTIC



RISK-TOLERANT



INCLUSIVENESS & NATIONAL OWNERSHIP



INTEGRATED SUPPORT



COHESIVE UN STRATEGIES



[un.org/peacebuilding](https://un.org/peacebuilding)



[@UNPeacebuilding](https://twitter.com/UNPeacebuilding)



[UNPeacebuilding](https://www.facebook.com/UNPeacebuilding)



[@UNPeacebuilding](https://www.instagram.com/UNPeacebuilding)

**SECRETARY-GENERAL'S**  
PEACEBUILDING FUND  
**2020-2024 STRATEGY**

MARCH 2020