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Financing Fit for the Future: a 10-point Agenda for Financing Peacebuilding

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The review in 2015 of the United Nation's Peacebuilding Architecture points out that, 'financing for peacebuilding remains scarce, inconsistent and unpredictable'.¹ In response, last year's ground-breaking sustaining peace resolutions call on the Secretary-General during the 72nd Session of the General Assembly to 'provide options on increasing, restructuring and better prioritizing funding dedicated to UN peacebuilding activities.' This underscores that without adequate resources and a streamlined approach to financing that more strategically builds on strong partnerships, a renewed UN approach to sustaining peace cannot succeed.

The Dag Hammarskjöld Foundation has, in collaboration with the Peacebuilding Support Office, provided input to the various phases of the review and continues to support implementation of the sustaining peace resolutions.² This paper is a result of that work and outlines ten points that require attention and action by the UN and its Member States to allow for more efficient use of existing funds and to ensure that sufficient resources are available to fulfil the commitments of sustaining peace over the coming decades.

Over the past two years the United Nations has undergone external and internal reviews of its performance in supporting peace and security, recognising the need to upgrade its structures, policies and practices for addressing or preventing violent conflict. The ambitious 2030 Agenda for sustainable development has also raised questions about what the UN's role ought to be and drawn attention to the substantial reforms that are needed if the Organisation is to live up to its primary responsibility, as identified in the UN Charter, to maintain international peace and security.

In April 2016 the UN Security Council and the General Assembly passed substantively identical

resolutions (SCR 2282) and (A/RES/70/262) that identify specific areas for the UN to strengthen its work in that regard, and introduced a new conceptual framework of sustaining peace.

The high-level international recognition in these resolutions of the broad scope of efforts and long-term attention needed to bring about sustainable peace is ground-breaking and much welcome. The real changes, however, in terms of actions and policies needed to apply this concept across the UN system and among international and national actors will require greater clarity on what it encompasses and a concerted focus on addressing questions related to resources.

The UN and its Member States should act on the following ten points to enable and ensure that adequate resources are available for sustaining peace:

01 : commit to a shared vision

In recognising peacebuilding as an inherently political process (as stated in SCR 2282) Member states and the UN must commit to a shared vision of a long-term and comprehensive approach for sustaining peace.

Member States and the UN must develop a shared conceptual understanding of conflict prevention and peacebuilding in relation to sustaining peace

- Member States must align themselves with and/or provide the UN system with the flexibility needed to respond to shifting needs in efforts to sustain peace with a long-term vision;
- Member States must acknowledge that support to legitimate politics must be prioritised with adequate funding with an enhanced understanding of risks and risk mitigation.

02 : new and innovative financing

Existing, new and innovative financing should be explored and utilised

- With its unique global peace and security mandate, the UN has an important role to play not just in advancing its partnerships with regional

and multilateral peacebuilding entities, but also in mobilising alternative resources for efforts to sustain peace, including from philanthropic institutions and the private sector;

- The value of leveraging resources for peacebuilding needs to be more prominently recognised, rewarded and promoted, including ODA and non-ODA sources;
- The increase in volume of funds agreed during the recent replenishment of the World Bank's International Development Association (IDA 18) for countries facing fragility, conflict and violence to USD 14 billion presents a critical opportunity that calls for greater use of existing tools and development of new models to leverage the UN's peacebuilding efforts.

03 : invest in partnerships

Prioritise and invest in partnerships

- Clarify and strengthen the relationships between the UN and International Financial Institutions, including regional development banks and new donors, through enhanced legal arrangements, improved operational coordination and collaboration, and joint results monitoring;
- Develop new and expand existing partnerships with regional and sub-regional organisations, ensuring that these are institutionally grounded and demonstrate mutual respect.

04 : agreed areas of prioritisation

The UN and Member States must have agreed areas of prioritisation for peacebuilding and financing strategies by:

- recognising the political dimension of establishing priorities for peacebuilding;
- drawing on the Sustainable Development Goals (and other agreed frameworks) to establish a transparent, realistic and measurable set of national priorities;
- using compacts to support defined priorities, identify mutual accountability and commit to use of instruments.

05 : renewed financial commitment

Member States must demonstrate renewed financial commitment to the long-term endeavour of building peace and preventing armed conflict by:

- ensuring predictability over time of financing for peacebuilding through multi-year commitments and increased use of joint funding instruments;
- allowing assessed contributions for peace keeping to be used for programmatic peacebuilding activities.

06 : use of financial instruments

Financial Instruments dedicated for peacebuilding and conflict prevention should be enhanced and used.

- To retain the ability to respond to shifting needs rapidly and effectively, Member States must ensure that global financing mechanisms, such as the Peacebuilding Fund, are funded at an agreed level based on annual estimations;
- The UN should utilise joint funding mechanisms at country level that ease the burden on local actors and help Member States pool risk and resources;
- Member States and the UN should address duplication and fragmentation by merging existing mechanisms for financing peacebuilding at country level.

07 : agreed and applied frameworks

Frameworks covering risk management, financial transparency and accountability are agreed and applied.

- Member States must acknowledge risk as an unavoidable dimension of peacebuilding and apply frameworks for risk management that include contextual risks and not only cover programmatic risks (conflict sensitivity) and risks to aid providers;
- Member States and the UN should institute measures that ensure financial transparency and accountability between the international community and host government as well as between governments and their citizens;
- Compacts could be used to operationalise a mutual accountability framework.

08 : provisions for deepening inclusivity

Financial strategies should include provisions for deepening inclusivity

- Member States and the UN must recognise exclusion as a primary driver of conflict and ensure financing strategies support legitimate and inclusive national peacebuilding processes;
- Member States and the UN should take stronger measures to implement of SCR 1325 and ensure that a minimum of 15% of global financing for peacebuilding is dedicated for initiatives that address the particular needs of women in peacebuilding, advance gender equality and empower women;
- Member States and the UN must prioritise increasing opportunities for youth in its full diversity to participate in peace processes including through dedicated and adequate financing;
- The role of civil society actors in sustaining peace, in strengthening social cohesion and in responding to the needs of the most marginalised groups of society must be fully recognised and supported with adequate funding.

09 national resource management

Financial strategies ensure long-term support to national resource management

- Support must be provided to ensure an effective and equitable domestic resource mobilisation that reinforces long-term national efforts to sustain peace;
- When natural resources are available specific efforts must be made to ensure a conflict-sensitive exploitation and reinvestment of revenues with particular focus on addressing root causes of conflict;
- Assist conflict-affected countries in their efforts to address tax evasion by national and multi-national corporations and to ensure equitable contractual arrangements.

10 monitoring funding to peacebuilding

Establish and utilise systems for monitoring funding to peacebuilding

- Set up a dedicated system to track financing to peacebuilding and its alignment with agreed priorities;
- Strengthen the capacity of national actors to lead, manage and monitor efforts to build peace including through reliable and transparent country systems;
- Aggregate and analyse data at the national level to allow for global monitoring of resource flows for peacebuilding and conflict prevention.

End Note

¹ The Report of the Advisory Group of Experts (AGE) on the 2015 Review for the UN Peacebuilding Architecture.

² At the annual Peacebuilding Commission retreat organised by the Dag Hammarskjöld Foundation at Greentree in October 2015 to discuss the Advisory Group of Experts' report, participants underscored the need to further examine the complexity of financing for sustaining peace. In follow-up, the Foundation organised an expert meeting to generate creative suggestions and strategies for the UN system and UN Member

States to address the need for predictable financing in efforts to sustain peace, grounded in the peacebuilding architecture review as well as other UN policy processes. To further advance this work a meeting was organised at Glen Cove (Oct 2016) with experts from the UN Secretariat and relevant agencies, funds and programmes who participate in an ad-hoc working group on developing financing options for the forthcoming SG's report on peacebuilding and sustaining peace. The most recent PBC retreat (Dec 2016) deepened and added further nuance to this discussion on financing for peacebuilding. The outcomes of these four meetings form the basis for this paper.



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