

Key Instruments related to Peacebuilding Strategic Frameworks

Based on requests by member states, this note provides a brief overview of several existing strategic instruments and processes for international engagement related to the Peacebuilding Commission's integrated peacebuilding strategies. The note accompanies the briefing paper on "Lessons Learned from Peacebuilding Strategic Frameworks since the late 1990s."

During the last decade, a wide spectrum of instruments and processes for development planning, donor coordination, and international cooperation were developed by national and international actors, in order to align political, technical and financial resources behind strategic objectives in order to reach complementary security and development goals. Developed by various actors to meet specific needs, these instruments focus on different stages of a country's development. In recent years, they have been adapted to accommodate new contexts and circumstances, including in post-conflict situations, as the need for more coherent and integrated strategies became widely recognized. As the Peacebuilding Commission develops its own Integrated Peacebuilding Strategies (IPBS) with partner countries, it is helpful to draw on the experiences of these other tools.

To maximize the impact of the IPBS, it is important to ensure a high degree of cooperation with the instruments and processes presented below so that efforts are complementary and resources are used efficiently. Further discussion and elaboration in this regard, including through engaging with the international and national actors who develop these processes, would be helpful. Some of the main instruments and processes used by the international community to engage with national actors and that may be related to Integrated Peacebuilding Strategies include:

Consolidated Appeals Process

Used during a humanitarian crisis, the Consolidated Appeals Process (CAP) is a tool employed by aid organizations to plan, implement and monitor their activities together. Working together in the world's crisis regions, these organizations produce appeals, which they present to the international community and donors. Since its inception, the CAP has become the humanitarian sector's main tool for coordination, strategic planning and programming. As a planning mechanism, the CAP has contributed significantly to developing a more strategic approach to the provision of humanitarian aid. As a coordination mechanism the CAP has fostered closer cooperation between governments, donors, aid agencies, the Red Cross and Red Crescent Movement and humanitarian non-governmental organizations. Working together, UN agencies and non-governmental organizations have been able to raise funds for immediate action, demand greater protection and get better access to vulnerable populations, and work more effectively with governments and other actors. For more information, please see:

<http://ochaonline.un.org/ToolsServices/ConsolidatedAppealsProcess/tabid/1091/Default.aspx>

Common Country Assessment

The Common Country Assessment (CCA) is the common instrument of the UN system used to analyze the national development situation and identify key development issues as a basis for advocacy, policy dialogue and the preparation of the UN Development Assistance Framework (UNDAF). Emerging from the Secretary-General's reforms in 1997, CCAs take into account national priorities and the Millennium Development Goals, other commitments, goals and targets of the Millennium Declaration as well as the declarations and programmes of action adopted at international conferences, summits, and conventions of the UN system. The UN Guidelines for CCAs over the last few years have been updated to reflect lessons learned from the preparation of previous CCAs, to include references to indigenous and displaced peoples, requests to include organized crime and corruption in programme planning mechanisms, and nation states' requests that the UN integrate disaster reduction into UN programming through the CCA. For more information, please see: http://www.un.org/special-rep/ohrlls/ohrlls/cca_undaf_prsp.htm

United Nations Development Assistance Framework

The United Nations Development Assistance Framework (UNDAF) is the basic development assistance tool used to coordinate UN system activities at the country level. UNDAF provides an integrated UN system response to national priorities and needs, including national strategies such as the Poverty Reduction Strategies (PRSPs), within the framework of the Millennium Development Goals; other commitments, goals, and targets of the Millennium Declaration; and the declarations and programs of action adopted at international conferences, summits, and conventions of the UN system. UNDAF is developed based on the outcome of the Common Country Assessment (CCA). The CCA and UNDAF are mandatory in countries where there is a UN harmonized programme cycle, which is required where two or more UN agencies are expected to present regular multi-year country programmes to their respective governing bodies for approval. For more information, please see:

http://www.un.org/special-rep/ohrlls/ohrlls/cca_undaf_prsp.htm

Poverty Reduction Strategy Paper

Used by the World Bank and the International Monetary Fund, a Poverty Reduction Strategy Paper (PRSP) describes a country's macroeconomic, structural, and social policies and programmes aimed to promote growth and reduce poverty over the medium-term horizon and provides an analysis of the country's need for external financing and the associated sources of financing. PRSPs are prepared by governments in low-income countries with assistance from civil society and development partners, including the World Bank and IMF and are broadly endorsed by the Bank and Fund Boards as the basis of concessional assistance from the two institutions. Developing or strengthening a poverty reduction strategy is on the agenda of about 70 low-income countries, most immediately in the countries receiving debt relief under the enhanced HIPC (Highly Indebted Poor Countries) Initiative. The five core principles of the poverty strategy papers include: (1) national ownership with civil society participation, (2) a result-oriented approach, (3) recognition of the multidimensional nature of poverty, (4) participation of development partners, and (5) a long-term perspective for poverty reduction.

Every three years, PRSPs are updated with annual progress reports. For more information, please see:

<http://web.worldbank.org/WBSITE/EXTERNAL/TOPICS/EXTPOVERTY/EXTPRS/0,,menuPK:384207~pagePK:149018~piPK:149093~theSitePK:384201,00.html>

Post-Conflict Needs Assessment

Post-Conflict Needs Assessment (PCNA) is a multilateral exercise undertaken by the UN Development Group and the World Bank in collaboration with the national government and donor countries. PCNAs are increasingly used by national and international actors as an entry point for conceptualizing, negotiating and financing a common shared strategy for recovery and development in fragile, post-conflict settings. The PCNA includes both the assessment of needs and the national prioritization and costing of these needs. PCNAs provide the foundation for developing shared recovery plans and a basis for resource mobilization at donor conferences. Results that will best promote peace and enhance recovery and reconstruction are set out in an accompanying results-based Transitional Results Matrix (TRM). As of January 2007, PCNAs have been undertaken or remain ongoing in Iraq, Liberia, Haiti, Sudan (North/South), Somalia, and Darfur. For more information, please see:

http://www.undp.org/bcpr/documents/prevention/integrate/Post_Conflict_Needs_Assessment_methodology.pdf

Transitional Results Matrix

A Transitional Results Matrix (TRM) is a nationally-owned tool for planning, coordination, and management used in fragile states in transition to make that transition successful. TRMs are used not only in countries that are emerging from conflict, but also countries that have weak policy and capacity and an unstable security situation due to various reasons, for example, a transition to democracy after a coup. National counterparts are assisted by the UN Development Group, the World Bank, and other international financial institutions (IFIs) and bilateral donors. TRMs can facilitate joint responsibilities between the donor community and national authorities as well as participation by civil society organizations in post-conflict reconstruction. A TRM is sometimes referred to as a Transitional Calendar or a Results-Focused Transitional Framework (RFTF). For more information, please see:

<http://siteresources.worldbank.org/INTLICUS/Resources/TRM.pdf>

Although the application of each of the above instruments will vary from country-to-country due to factors such as the nature of the conflict and the timing of a new or scaled-up international intervention, it is recommended that particular care be taken to ensure that these instruments reinforce and/or draw on integrated peacebuilding strategies introduced by the Peacebuilding Commission. At the same time, the international community should remain wary of creating unnecessary levels of complexity and additional burdens for their national counterparts. Rather, for peacebuilding to succeed, the emphasis must always remain on the efficient use of international and public resources to build national capacities for achieving sustainable peace.