

**Peacebuilding Commission
Working Group on Lessons Learned**

**“Resource mobilization for peacebuilding priorities
and improved coordination among relevant actors”,
6 April 2011**

Chairperson’s Summary

I. Introduction

1. The Peacebuilding Commission’s (PBC) Working Group on Lessons Learned (WGLL) held a meeting on the topic of “Resource mobilization for peacebuilding priorities and improved coordination among relevant actors” on 6 April 2011 in New York. The meeting was chaired by Ambassador Shigeki Sumi, of the Mission of Japan to the United Nations, on behalf of H.E. Mr. Tsuneo Nishida, Ambassador and Permanent Representative of the Mission of Japan to the United Nations and Chair of the WGLL. The panel was composed of four speakers:

- Mrs Løj, Special Representative of the Secretary General for Liberia UNMIL (joined by VTC from Monrovia).
- Mr von der Schulenburg, Executive Representative for the United Nations Integrated Peacebuilding Office in Sierra Leone (UNIPSIL).
- Mr Stan Nkwain, Deputy Director of UNDP-BCPR.
- Mr Ivar Andersen, Lead Operations Officer, IDA Resource Mobilization Department, World Bank.

2. In his opening remarks, Ambassador Sumi introduced the WGLL work plan for 2011, highlighting the importance of producing concrete results and clear follow-up strategies with a view to taking forward the recommendations of the 2010 Review of the peacebuilding architecture. Particular attention would be given to enhancing the added value of the PBC to make the PBC’s engagement with other organs and agenda countries more efficient and effective. Thereafter Ambassador Sumi commented on the theme of the meeting: *Resource mobilization for peacebuilding priorities and improved coordination among relevant actors*. He mentioned that the added value of the PBC comes from identifying peacebuilding priorities, enhancing coordination among various actors and strengthening the ownership of the government. However, the question of how to achieve the goal of aligning relevant actors in the field behind a common vision remains unanswered. Ambassador Sumi proceeded to briefly comment on the two sections of questions in the concept note, namely UN institutional processes and funding for peacebuilding priorities.

II. Presentations by Panelists:

3. The presentation on Liberia, first, highlighted the importance of clarifying the concept of national ownership. It was noted that the Joint Steering Committee (JSC) modality could be a workable means of respecting national ownership. In Liberia, steps taken to ensure national ownership included avoiding overpopulating the JSC with UN officials and international partners and providing targeted and well planned mentorship and training programmes. UN leadership needed to be astute in ensuring that the visibility and focus remained on the government so as not to encourage dependency.

4. Progress had been achieved in Liberia in ensuring a limited number of shared priorities. These priorities (SSR, Rule of Law and National Reconciliation) were chosen by the government based on consultation with the UN system. Programmatic priorities identified in Liberia are fully in line with the PRS and the UNDAF, which is critical to ensure a common approach. Two main challenges were cited in keeping to a limited set of priorities. Firstly, strong political leadership is required both on the government and the UN side to ensure that the approach remains targeted and focused. Secondly, the 'sequencing of priorities' meant that not everything can be done at once, especially when government capacity is limited. Certain things should be done before others to ensure sustainability.

5. One of the main challenges when it comes to fund-raising is the unevenness of funding for certain sectors. The panelist stressed that donors working in post-conflict countries must be encouraged and rewarded for focusing on peace dividends as the overriding criteria for engagement, rather than simply favoring safe or popular options and high disbursement rates. The panelist pointed out the need for instruments to finance non-ODA expenditures, such as army reform and demilitarization programmes. In this regard, the strategic use of the PBF was called for, along with other pooled funding, to serve both ODA and non-ODA budget lines. To ensure the sustainability of interventions, donors were urged to respect the priorities set, and work together to implement these priorities according to the agreed sequencing. Ensuring the sustainability of peacebuilding activities was cited as another critical challenge. In this regard, the panelist remarked that the World Bank can play an important role in helping the government to plan for sustainable budgeting and in encouraging the private sector to invest in the peacebuilding agenda.

6. The Sierra Leone country context is different from that of Liberia. The country transitioned from a peacekeeping mission to an integrated peacebuilding mission, and will transition to a resident coordinator-led system in the next few years. Sierra Leone now benefits from a more conducive environment to tackle development issues, although it needs to create synergies between political and development mandates as the UNDAF is not sufficient for this purpose. UN agencies working on Sierra Leone have aligned their work with the Government peacebuilding strategy *Agenda for Change*. The Joint Vision of the UN agencies reflects the collective effort in support of the agenda, as well as a joint fundraising strategy. It was highlighted, however, that a special financial arrangement should be considered in order to respond to the special needs of countries in

the aftermath of conflict under the special political mission set-up. In the case of Sierra Leone, for example, it has not achieved diversity in donors. It was underscored that allocations from the PBF can be utilized to fill the gaps created between political and development mandates.

7. The panelist from UNDP asserted that monitoring resource mobilisation should involve monitoring the entire financial resource environment of the peacebuilding architecture. The areas of peacebuilding that require special attention were highlighted, such as: volume and equitable distribution of donor resources among post-conflict countries; quality of national capacity and plans for peacebuilding; national ownership and leadership of those plans and; the use of national management systems for channelling aid, enhancing coordination and monitoring results and accountability. The panelist also drew attention to the international aid effectiveness framework that includes the Paris Declaration, Accra Agenda for Action¹, the work of OECD/DAC Working Group on Fragility², and its *Principles for Good International Engagement in Fragile States and Situations*³ endorsed by DAC development Ministers in 2007.

8. It was underscored that more needs to be done to ensure equitable distribution of resources across fragile and conflict-affected states. A combination of demonstrated national ownership, legitimate governance, capacity for transparent financial management, and a culture of accountability were cited as the most important factors to construct a sustainable strategy for resource mobilization. In terms of temporarily substituting for very weak national financial management systems and capacities, the pooled fund mechanism, including the PBF, was referred to as a useful tool for effective administrative systems. Some of the major constraints to resource mobilization in post-country conflict settings include weak institutions, an unstable political environment, weak financial management capacity and other hindrances that prevent adequate delivery.

9. The World Bank explained how IDA is financed and its activities. IDA provides highly concessional credits and grants to 79 of the least developed countries (of which 50% are in Africa) to achieve the MDGs. IDA is the single largest source of financing for these countries. The recently completed sixteenth replenishment round (IDA16) provides for the largest disbursement of resources ever, starting on 1 July 2011. It includes strengthened policies for four special themes, including the Crisis Response Window and Fragile and Conflict Affected States. The newly established Crisis Response Window (CRW) resources are capped at 5% of total IDA16 resources. For Fragile and Conflict Affected Countries (FCCs) lagging on achievement of the MDGs, IDA16 will: 1) deepen collaboration to improve effectiveness of assistance to FCCs, including enhanced implementation of UN-WB partnership agreements; 2) selectively extend the period of exceptional allocations to post-conflict countries and; 3) examine operational

¹ The Paris Declaration and Accra Agenda for Action, OECD, <http://www.oecd.org/dataoecd/11/41/34428351.pdf>

² Whole of Government Approaches to Fragile States, OECD, <http://www.oecd.org/dataoecd/15/24/37826256.pdf>

³ Principles for Good International Engagement in Fragile States and Situation, OECD, <http://www.oecd.org/dataoecd/61/45/38368714.pdf>

implications of the 2011 World Development Report on Conflict, Security and Development and develop a proposal regarding IDA's support for FCCs. The Bank will review how the findings of the WDR can be incorporated into actual resource allocation by the time of the Mid-term review of IDA16 in November 2012.

III. Discussion on Lessons Learned

10. Participants at the meeting emphasised that resource mobilization efforts should be based on the assessment of needs and identification of gaps with actors in the field. This requires improved communication with the field. Additionally, there needs to be recognition by traditional donors that countries in post-conflict settings have special requirements such as political and institutional needs. In order to ensure the PBF's strategic and catalytic nature, participants emphasized the need to guard against the possibility of UN agencies and government viewing the PBF as a 'top up' to their existing budget.

11. Questions were asked concerning implications of the expanded priority plan of the PBF on the work of the PBC. PBSO responded that the expanded priority plan would be a comprehensive umbrella of peacebuilding priority programs funded by more than the PBF. It would solve both the problems of competing programmes for peacebuilding and fragmented frameworks for resource mobilisation. Participants raised concerns regarding the World Bank's allocation of resources according to the Country Policy and Institutional Assessment (CPIA) since fragile countries are likely to have performance problems. Many participants raised the point that this system leaves little scope to advocate for increased allocations to particular countries such as the PBC CSCs, and they acknowledged a need for constant interaction with the Bank in this regard. In addition, some members mentioned the need to increase engagement with regional organisations such as Mano River, ECOWAS and regional banks such as the African Development Bank. Member states welcomed the WGLL ambitious work plan for 2011 and reiterated the importance of bringing lessons to the field as well as focusing on specific topics of interest to countries on the PBC agenda.