

Peacebuilding Fund

Business Plan : 2011 – 2013

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Introduction

At the request of the General Assembly and the Security Council¹, the Secretary-General of the United Nations established a multi-year standing Peacebuilding Fund (PBF) to support post-conflict peacebuilding in direct response to country need. The Fund has now received contributions for five years (2006-2010). Reviews of the Fund in 2008² and 2009³ together with an update of the Terms of Reference⁴ have all reflected on experiences of and suggested ways forward for the PBF.

Matters of a more **operational** nature arising from the reports have been taken into account through the participative preparation of Application Guidelines, issued by the Peacebuilding Support Office (PBSO) in October 2009⁵.

This paper is a response to the **strategic** issues raised and charts the global direction that the PBF proposes to take over the next three years. It will be reviewed on an annual basis.

The Business Plan is accompanied by a Performance Management Plan (PMP), which is referenced throughout the text.

1. Mandate and Overall Goal of the Peacebuilding Fund

The Peacebuilding Fund's mandate is established by the revised Terms of Reference agreed in resolution A/63/L.72 of the General Assembly, approved on 17 June 2009.

PMP Reference: Overall Goal

In the context of this Business Plan 2011-13, the Peacebuilding Fund defines its purpose as *"strengthening institutional capacities of national and local actors to avoid the lapse or relapse into violence"*.

2. PBF Current Status

At 1 October 2010, the Fund was active in 17 countries. Requests for PBF support have come in the areas highlighted by the PBF Terms of Reference:

- implementation of peace agreements (security sector, rule of law and continuing political negotiations)
- reconciliation (national dialogue, transitional justice, human rights, support to women and civil society)
- economic revitalization
- establishment or re-establishment of essential administrative services

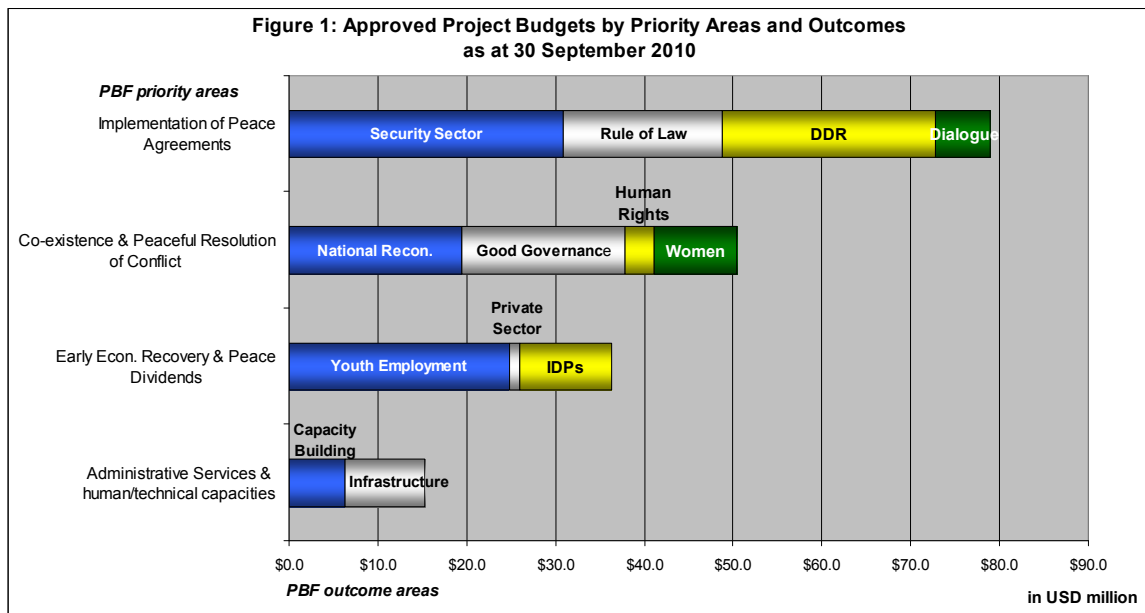
¹ General Assembly resolution 60/180 and Security Council resolution 1645 (2005)

² "Report of the Office of Internal Oversight Services on the Independent Evaluation of the Peacebuilding Fund": December 2008

³ "Review of the Peacebuilding Fund": Nicole Ball and Mariska van Beijnum

⁴ A/63/818: "Arrangements for the revision of the terms of reference for the Peacebuilding Fund"

⁵ "Guidelines for applying to the United Nations Peacebuilding Fund (PBF)"



Achievements have been reported through the Initial Outcomes Report of March 2010⁶, and the annual reports of the Secretary-General.⁷ They are validated through the use of country-level mid-term and final independent evaluations which, as the Fund has been operational only since 2007, are just coming on stream now.⁸

Recognition has come that the PBF has a comparative advantage in funding interventions that:

- i. target institutions critical to the prevention of violence and conflict in the near future and that are ready for peacebuilding intervention;
- ii. fill a critical or temporal funding gap (i.e., respectively, gaps created because other donor restrictions prevent them from funding it, or other donors are unable to fund at that time); and
- iii. enable national actors to sustain project outcomes.

Some broad lessons have also emerged from the Fund's experience to date.

- i. More work is needed on **programme quality**. While retaining its country demand-driven character, the Fund must work with the responsible entities within the UN system and their national partners to ensure that
 - a) conflict and situational analysis is underpinning programme design;
 - b) programmes are reviewed for lessons learned;
 - c) criteria for activity selection are increasingly clarified, and
 - d) monitoring and evaluation systems are improved.

⁶ "The Peacebuilding Fund: A view of initial outcomes" 25 March 2010

⁷ The most recent is the 2009-2010 annual report, A/65/353, published in October 2010.

⁸ Mid-term Reviews have been carried out for Liberia and Sierra Leone and one is planned for CAR. A final evaluation has been completed for Burundi and one is being prepared for Sierra Leone.

- ii. Within the scope of its Terms of Reference, there is room to increase the **synergies between the Fund and the Peacebuilding Commission**, to ensure the innovative potential of the Fund is used to the full to bring together political and development actors;
- iii. More support to national stakeholders is needed to collect and analyse **peacebuilding funding data** to help assess needs and gaps.

The strategy that follows develops these themes into concrete action for the three year period to come.

3. Strategy for 2011-2013

The revised TORs of the Fund emphasized a number of guiding principles, critical among them that allocations are needs-based, the centrality of national ownership, and the importance of catalytic effect, which the PBF must follow to fulfil its mandate.

The strategy elaborated in this Business Plan, building on these guiding principles, comprises a four-part approach:

- i. Identify the core approaches to be adopted by the PBF;
- ii. Provide indications of the size and scope of the PBF portfolio during the period of this Business Plan;
- iii. Elaborate a number of new (or adjusted) directions proposed for the Fund to take. These new directions aim both to improve PBF procedures and broaden outreach; and
- iv. The Plan recognises a number of risks which could impact on the ability of PBF to implement the strategy outlined.

3.1 Core approaches of the PBF

The Peacebuilding Fund will focus on four core approaches during 2011-13.

- **First**, the Fund will be *catalytic* in its financing.⁹ The Fund has adopted an operational definition of catalytic, endorsed by its Advisory Group¹⁰, as follows:

*“For the Peacebuilding Fund, a program is catalytic if it enables a peace process to become unblocked or creates a larger or longer-term peacebuilding change to occur”*¹¹

This definition includes both financial aspects, i.e. the extent to which the PBF has leveraged other resources, but also peacebuilding process aspects, i.e. the extent to which activities funded by the PBF catalyzed peacebuilding processes. This will be used both as a means to guide programme design in the field, and to establish measures of the Fund’s catalytic effect.

PMP Reference: Immediate objectives Indicator 3

⁹ “Use of Fund resources is intended to have a catalytic effect in helping to create other, more sustained support mechanisms, such as longer-term engagements by development organizations and bilateral donors, and the mobilization of national stakeholders in support of peacebuilding”, Terms of Reference A/63/818, 2009.

¹⁰ A/63/818 Para. 5.3: The Advisory Group is established to “provide advice and oversight on the speed and appropriateness of Peacebuilding Fund allocations and to examine performance and financial reports”.

¹¹ “*Catalytic Programming and the Peacebuilding Fund*”: PeaceNexus Foundation, September 2010

- **Second**, the Fund’s review criteria and field support efforts will focus on activities of “*direct and immediate relevance to the peacebuilding process.*”¹² To ensure this, the Fund plans to work with UN and national actors to better utilize conflict and gender analysis to identify priority peacebuilding activities. A design, monitoring and evaluation system is under development by PBF (see section 4 below) to encourage a focus on peacebuilding programmes flowing from such analyses.

PMP Reference: Result 4 (organisational effectiveness) Indicator 3

- **Third**, the Fund will use *Joint Steering Committees* or similar¹³ as a basis for putting the principle of *national ownership* into practice.¹⁴ The UN and Government Co-chairs are accountable to the Fund on behalf of the Committee. Broader representation on JSC’s is encouraged, including from civil society, from other branches of Government and the UN family and from other development partners. In pursuit of improved analysis and programming quality, PBSO in collaboration with the UN and other partners will work to build the skills of Committee members.

PMP Reference: Result 5 (organisational effectiveness) Indicator 1

- **Fourth**, the Fund aims to *respond quickly* to country requests. The Peacebuilding Support Office (PBSO), as the Fund manager, has committed to turning around proposals in three weeks, and plans to continue refining procedures to achieve this. The Multi-Donor Trust Fund Office is similarly committed to rapid transfer of funds upon receipt of complete documentation

PMP Reference: Result 4 (organisational effectiveness) Indicator 2

3.2 Scale and Scope of the PBF Portfolio: 2011-13

Based on the history of the Fund’s capacity to date and a commitment to ensure that fast growth does not compromise programme quality, the Business Plan 2011-13 anticipates a **fund flow of up to \$100 million of allocations per year by 2013 with a portfolio of roughly 20 active countries at any one time.**

Allocations will be made under both the Peacebuilding and Recovery Facility (PRF) which is driven by national ownership and stakeholder engagement in management of PBF resources at country level, and the Immediate Response Facility (IRF) which provides rapid funding for immediate peacebuilding and recovery needs¹⁵.

¹² Terms of Reference for the Peacebuilding Fund (A/63/818)

¹³ The Committee must be co-chaired by senior UN and Government representatives, include representatives of civil society, and be competent to adjudicate on peacebuilding issues

¹⁴ “Funding Peacebuilding and Recovery: A Comparative Review of System-Wide Multi-Donor Trust Funds and other Funding Instruments for Peacebuilding and Post-Conflict Recovery”: Report commissioned by DFID

¹⁵ In the case of an approved IRF grant, the authorization will come from PBSO in New York. Allocations under the PRF are authorized by PBSO while projects funded out of the allocation are authorized by the Joint Steering Committee in country.

For planning purposes, and without compromising the need for the Fund to be demand driven, the portfolio's shape is projected to be composed of approximately one third large-sized allocations, many of which are likely to be to PBC countries, one third medium-sized allocations, including some countries on the PBC's agenda, and one third small-sized allocations, many of which are likely to be under the IRF responding to specific urgencies.¹⁶

Distribution of the Fund's resources across thematic sectors is also expected to evolve during the Business Plan period.

Allocations to date in response to field programme proposals have focused on the Fund's first two priority areas, implementing peace agreements and supporting reconciliation (together accounting for 72 per cent of resources transferred for activities). The Fund foresees that demand will remain high in these two areas, which together cover security sector capacity building, rule of law, demobilization and reintegration, political dialogue, human rights work, empowerment of women, national and community reconciliation and governance.

**PMP Reference: Programmatic Result 1
Programmatic Result 2**

At the same time, the Fund aims to ensure that a significant share of resources be directed toward economic and government service projects which are of direct and immediate relevance to peacebuilding. For example, youth employment is almost universally cited as a requirement for building a sustainable peace, yet is also highly dependent upon macroeconomic development and policy variables beyond the purview of the Fund. The provision of basic government services (administrative and social) presents an analogous challenge: its qualification among the most relevant of peace dividends is clear, yet determining its precise contribution to peacebuilding is more awkward. Increased policy work is required to better inform partners, as well as establish PBF guidance about how to prioritize those economic and government service activities which can most contribute to peace (and how to measure that contribution). This policy work will be done in collaboration with the UN system.

PMP Reference: Programmatic Result 3

As an overall principle, the Fund is committed to ensuring that all its projects are gender mainstreamed. In addition, it underscores the conclusion of the Secretary-General's report on Women and Peacebuilding that targeted interventions are required to break patterns of violence that started during violent conflict and to capitalise on the leadership roles women may have assumed during conflicts, including as heads of households. The Fund will therefore advocate that activities addressing the specific needs of women and/or promoting gender equality (score 3 of the gender marker¹⁷) benefit from at least 15 per cent of the

¹⁶ While every case will be judged according to its specificities, for planning purposes only 'large' is considered to be plus or minus \$10 million per year, 'medium' plus or minus \$5 million per year, and 'small' plus or minus \$2.5 million per year.

¹⁷ PBF projects are scored using a generally-agreed UNDP/OCHA gender scoring system: 0 score indicates an activity has taken no account of gender issues whereas 3 indicates an

Fund's resources spread across the four priority areas of the PBF. In particular, the Fund intends to invest in quality projects that promote and enable women's leadership and participation in post-conflict institutions and processes in a systematic manner.

PMP Reference: Immediate Objective, Indicator 1

3.3 New Directions

Several changes are already underway or are under consideration for implementation during the Business Plan's period.

3.3.1 *Procedural*

- ***Updating the Guidelines:*** The operational Guidelines made public in 2009 (after the revision of the Terms of Reference by the General Assembly) have helped partners understand the existence of and the mechanics for accessing and managing the Fund. An updated version ('Guidelines 2.0') is required both to take account of procedural evolutions in 2009 and 2010 and to address more substantive issues related to criteria for evaluating peacebuilding priorities and activities. This version is planned for completion by the end of the second quarter 2011.
- ***Extending Timeframes:*** Following discussions at the Advisory Group meeting of September 2010, the Fund will change its rules and extend the time-frames of IRF and PRF activities.
- ***Funding allocation decisions in response to proposals:*** The Fund may determine the allocation to a country after the submission of a Priority Plan or planning framework. This will enable the Fund to review proposed priorities and peacebuilding objectives prior to determining the level of investment.

3.3.2 *Broadening Outreach*

- ***Initial Priority Plan development in broader national partnership:*** While informal consultations are often held with stakeholders, increasingly the Fund will insist on a formal review of the Priority Plan by the Joint Steering Committee or similar or an existing, qualified and participatory mechanism prior to approval.
- ***Enhance and maximise synergies with the Peacebuilding Commission:*** The Fund will enhance consultation and dialogue with the Commission. Specific steps will include:
 - ✓ Periodic briefings by the Chair of the Advisory Group and Head of PBSO on the direction and achievements of the Fund, as well as on global developments in peacebuilding funding;
 - ✓ detailed periodic briefings on progress of Priority Plan development and implementation to the Commission's Country Specific Configurations;

activity devoted exclusively to women's issues. Currently 6.0% of all PBF projects are scored at 3.

- ✓ informational briefing of the Commission concerning progress in non-PBC countries;
 - ✓ collection of PBC member views, in particular in the Country Specific Configurations, of the impact of PBF funding, and the success of other resource mobilisation efforts in countries on the agenda of the PBC;
 - ✓ Support on peacebuilding funding statistics overall, and PBF programming specifically, for the Commission's Country-specific resource mobilization activities, and advice to the Security Council.
- ***Planning for early engagement and Training:*** The Fund will work with UN system partners to develop a set of standard procedures for triggering the provision of headquarters assistance in support of countries which are in the early stages of priority plan / programme design or where there has been a shock to a peace process. The focus will be on helping to ensure that thorough analysis is undertaken such that programmes are of direct and immediate relevance to peacebuilding. These procedures will be developed collectively with the UN system in the context of updated Guidelines v2.0. Increased efforts will also be made to enhance awareness and understanding of the PBF among partners.
 - ***Joint Steering Committee and Secretariat support:*** The Fund's participatory structure is a key element linked to its ability to support national ownership, increase the coherence of UN programming and ensure strategic alignment with other efforts. The PBF will work to develop policies to clarify the level of support to Joint Steering Committees.
 - ***Broader Analysis of Financing for Peacebuilding at country level:*** The Fund will also undertake to work with UN and national partners to gather and analyse information relating to the availability of financial resources for peacebuilding. This will allow the Fund to establish 'critical gaps, in particular in areas for which no other funding mechanism is available.'¹⁸ It will also help the Fund and its partners identify increases in national and international funding which may predicate the Fund's exit.

3.4 Risks facing the PBF in implementation of the Business Plan

- ***Activities lose relevance due to the country's political evolution:*** The success of some activities may rest on events (such as the outcome of elections or renewed violence) beyond the Fund's control. To a certain extent, the PBF was designed to tolerate risks such as these; this is the nature of post-conflict and fragile settings. Notwithstanding such tolerance, PBF systems will require UN and national partners at country level, and monitoring at UN HQ, to track the evolution of risks during the period of the activity in question and adjust accordingly. Such tracking should also guide a responsible exit strategy for IRF and PRF engagements.
- ***Lack of additional, scale-up funding at country level:*** In many areas of programming the Fund will have greatest impact only if additional donors and / or national authorities scale-up activities at country level.

¹⁸ A/63/818, para 2.1

- ***Limited capacity for oversight of implementation at country level:*** The Fund is not designed to oversee project-by-project budget and management decisions within a PRF grant. Joint Steering Committees have the delegated authority to oversee the full portfolio of activities, but early experience has shown that Committees generally have insufficient resources to track project implementation in a detailed fashion. The PBF aims to develop clearer policy on how capacity can be built within national stakeholders to support the functioning of the Committees, as well as what limited support the UN can receive to support its role. Enhanced capacity of the Committees, in turn, will enable them to better monitor and make recommendations about the capacity of recipient UN organizations, and national implementing partners.
- ***Reliability of donations to the Fund:*** Annual stakeholder meetings, called under the Revised Terms of Reference of the Fund, will be held and will serve as a replenishment event.
- ***Delays in secure staffing patterns for the PBF:*** The Fund remains dependent on shorter-term staff assignments and is experiencing high turnover.

4. Design, Monitoring & Evaluation

The PBF recognises that it needs to focus on programme quality. An essential means of doing so is to focus on **improved design** and monitoring and evaluation (M&E). National and UN stakeholders are responsible for programme design, and PBF aims to work with partners to increase the level of guidance and support that the UN system provides to these early formulation efforts. PBF has mobilized dedicated professional resources to establish and oversee M&E systems, including the facilitation of a working group on M&E.

4.1 Scope of performance M&E:

The PBF monitors the delivery of results to assess the relevance and catalytic effect of the PBF on national peacebuilding process. PBSO promotes a results-based management approach (RBM) to ensure that project services delivered directly contribute to reaching the planned results as outlined in the Performance Management Plan (Annex A). The monitoring of peacebuilding results will be mainly focused on results that are realistically achievable within a three year timeframe of PBF operations and contribute to longer term strategic results framework at national level.

PMP Reference: Immediate Objectives (IRF/PRF)

4.2 Establishing a consistent results framework: a precondition for measuring results

The relevance of PBF interventions will be measured against established quantitative and qualitative targets at two levels:

- *PBF's Global Performance Framework*

The results matrix of the Performance Management Plan (PMP) will be used as a management tool to monitor and report on a selection of results of strategic relevance for peacebuilding. These overall achievements at global level reflect the aggregated country specific programme performance of the total portfolio.

- *Country-Specific Results Framework*

The country specific results framework will be used as a reference to monitor and report on project performance in the different sector interventions. Budget approval for country programmes will in future be 'results based' and related to the expected project's contributions to catalytic peacebuilding outcomes (peace agreements, other political compacts, PRSP, national or sectoral plans/strategies as well as existing frameworks¹⁹). This allows the PBF to achieve more synergetic and catalytic effects among stakeholders involved in the peace building process.

¹⁹ Planning framework, strategic framework, action plan and immediate action plan can be used interchangeably to describe planning frameworks that guide the UN system in-country. Examples include ISF, PCNA/TRF, PRS, UNDAF. For the purposes of the PBF, any such framework is acceptable as long as it is current, based on a sound conflict analysis, and explicitly addresses peacebuilding goals.

4.3 Improved monitoring and reporting on results

Taking into account the challenge to ‘quantify results’ within a dynamic peacebuilding environment, the monitoring and reporting has to rely on reliable data sources that can be easily accessed to assess the quality of PBF results. The monitoring of PBF performance indicators will be mainly based on three major pillars: the regular self assessments of implementation progress, external evaluations and thematic reviews. The strategic focus on results already at the planning stage enables the Joint Steering Committee or similar to perform their functions more effectively keeping strategic oversights from a more programmatic than project based prospective. In order to improve the substance of the information flow from the field to PBSO HQ NY, options are under discussion that the reporting on outcomes will become one criterion of the conditional fund access for implementing partners.

4.4 Mid-term reviews and final evaluations

Minimum standard procedures along United Nations Evaluation Group (UNEG) evaluation policies will be developed for mid-term and final evaluations to ensure their utility to assess in particular the quality of PBF programme implementation and achievement of higher level results as well as lessons learned on how to improve Fund performance.

4.5 Thematic reviews

Reviews will be undertaken with external and relevant UN expertise to look at different thematic elements for peacebuilding such as security sector, disarmament, demobilisation and reintegration (DDR), mediation and political dialogue (including links to regional actors and institutions), electoral processes, economic revitalization and peace dividends, women in peacebuilding and others. The objective of these studies will be to identify good practices and to identify the factors that contribute towards successful interventions (or not). The studies will be developed with existing expert UN working groups as well as drawing upon independent expertise. They will look at country-specific experiences from a thematic perspective. Used in combination with mid-term and final evaluations, they will help triangulate data and identify lessons concerning:

- the effectiveness of current practices (with an eye towards better guidance for project selection, design, implementation and exit in the future);
- the added value and/or comparative advantage of PBF’s funding arrangements to promote a more programmatic (rather than project-based) approach;
- the sector relevance (comparative advantage, mandated advantage) of UN engagement for the peacebuilding process; and
- the status of other existing funding instruments, and the best PBF strategic positioning.

5. Partnerships and Coordination

5.1 Global UN System

The principal mechanism for the Peacebuilding Support Office, including the Fund, to coordinate with the UN system is through the **UN Senior Peacebuilding Group (SPG)** and the **UN Peacebuilding Contact Group (PCG)**. Both groups have specific functions for the Fund, in particular for issues concerning country eligibility for the PBF (SPG) and PRF/IRF proposals and guideline development (PCG).

While the Fund aims to motivate increased peacebuilding work across the UN system, several UN departments and organizations have particularly relevant roles to the Fund's work. The Departments of Political Affairs [DPA] and Peacekeeping Operations [DPKO] have key roles in the determination of peacebuilding priorities and in the security and political spheres. **The UN's Development Operations Coordination Office (DOCO) in collaboration with the UN Staff College is developing a conflict analysis toolkit that aims to also support country-led efforts.** Currently sixteen UN organizations have entered into memorandums of understanding with the Multi-Donor Trust Fund Office and qualify to receive resources from the Fund. The Fund's mechanisms ensure the participation of the full UN system in its efforts to support peacebuilding. At the same time, the Fund also undertakes to maintain particularly open and strong working relationships with those members of the UN, such as UNDP's Bureau for Crisis Prevention and Recovery, with specific expertise for peacebuilding.

The Fund also relies upon a number of forums within the UN system to enhance coordination and coherence. Country-specific work, including discussions pertaining to Fund engagement and proposals, is coordinated through the appropriate lead department convened forum, such as integrated task forces for countries with peace operations, and other existing forums for non-Mission settings. The Fund also receives advice from existing thematic expert working groups (Security Sector Reform working group, UN mediation focal points etc).

The Fund thus operates within a much broader UN peacebuilding effort, and aims to motivate improved system-wide coherence and impact with catalytic funding. The Fund also aims to increase its information exchange and collaboration with other global funds working on peacebuilding, including the World Bank's State and Peacebuilding Fund, UNDP's Thematic Trust Fund for Crisis Prevention and Recovery, and the EU's Stability Instrument.

5.2 Country Level

The Joint Steering Committee or similar is at the heart of partnership at country level. The Committee brings together Government, the UN (both Mission and Country Team, according to the circumstances), along with, ideally, civil society and international NGOs and key development partners (in particular leading donors in the country in question). It "oversees the implementation of the Priority Plan, including reviewing and approving project proposals" The Joint Steering Committee, co-chaired by the Government and the most senior UN official in country (most often an Executive or Special Representative of the Secretary-General or else the Resident Coordinator), will oversee the development of a Priority Plan for consideration by the Fund. The Priority Plan draws on existing national /

international strategies, peace agreements, analysis and assessments, and, in case the country is being assisted by the Peacebuilding Commission, any strategy documents which this engagement has produced. If structures are in place to manage efforts to which the PBF might want to offer catalytic support, such as country level joint programmes, they can be used.²⁰

5.3 Peacebuilding Networks and Expertise

The Fund aims to work with UN partners to reach out to supplemental peacebuilding expertise via networks of academics, practitioners and other partners. The Fund may support the provision of supplementary expertise for field actors, in particular to assist with prioritization and programming design. This will be done on a demand-driven basis and in collaboration with senior leaders in the field and other HQ partners. Additional expertise may also be provided for country-level research, evaluations, and for the development of high-quality monitoring and evaluation frameworks (e.g. expanded indicators on peacebuilding outcomes and baseline data).

5.4 Stakeholder strategy

PBF and its UN partners will continue with three main modalities for communication with stakeholders:

- **Annual Stakeholder event:** “to provide all stakeholders with the opportunity to review Fund progress and emerging lessons” and to “provide an occasion for replenishment of the Fund”.
- **Quarterly briefings to the PBC:** briefings will be made on subjects mutually agreed between the PBF and PBC. At least twice a year, the Chair of the Advisory Group of the PBF will be called upon to participate in these briefings.
- **Quarterly donor briefings:** briefings will continue to be held quarterly in New York to keep Permanent Missions informed of status of PBF. These briefings include participation of the PBF’s Administrative Agent to provide up-to-date information on the financial status of the PBF.

²⁰ For example in Eastern DRC, the Fund uses the existing STAREC governing structure to oversee also the PBF contribution.

6. Management and Budget

The Financing for Peacebuilding Branch of the Peacebuilding Support Office is responsible for the day to day management of the Fund. The Branch is funded principally by a 3% overhead taken from contributions to the Fund,²¹ and is supplemented with some seconded staff and extra-budgetary resources.

6.1 Budget

PBSO estimates that the cost of supporting the running of the PBF is approximately **\$3.64m** per annum.²² This annual cost is broken down as follows:

<i>HQ Staff Costs (see para 6.2 below)</i>	<i>\$1.73m</i>	<i>48%</i>
<i>Temporary Assistance & Consultants</i>	<i>\$0.12m</i>	<i>3%</i>
<i>Office Running Costs – support for staff</i>	<i>\$0.24m</i>	<i>7%</i>
<i>Travel</i>	<i>\$0.40m</i>	<i>11%</i>
<i>Training and workshops</i>	<i>\$0.19m</i>	<i>5%</i>
<i>Field Support</i>	<i>\$0.96m</i>	<i>26%</i>

6.2 Staffing plan for FPB

The cost plan for 2010 submitted by PBSO contains provision for eight positions²³. The 2008 OIOS Evaluation Report recognised that human resources issues were hindering optimal fund management and that a “key resource challenge for the Fund is the lack of long-term and regularised staff in PBSO”. The estimated annual cost of management of the PBF is \$3.64m, based on all 8 positions being filled for the full 12-month period. To date, PBSO has benefited from lower than planned encumbering of positions, by the provision of staff on secondment and from contributions to the PBSO Trust Fund. The aim of PBF is to become self-sufficient in terms of the funding of positions within the period of this strategic plan.

²¹ Memorandum of Understanding (MoU) between the United Nations and the United Nations Development Programme regarding the management of the Peacebuilding Fund: “The Administrative Agent may also transfer direct cost approved by PBSO in support of the Fund’s operations at global and country levels at a rate not to exceed 3% of the amount contributed by each donor”.

²² The MoU states that the following activities can be funded from the 3% overhead: (a) implementation by PBSO of activities related to PBF management; (b) expenditures related to the Advisory Group, and (c) support to the office of the Senior UN Representative and the national counterparts responsible for the management of the PBF programme at the country level.

²³ 1 x D-1; 2 x P-5; 2 x P-4; 1 x P-3; 2 x OL.

ANNEX A

Performance Management Plan (PMP): Results Matrix for 2011 - 2013 United Nations Peacebuilding Fund (PBF)

Strategic Objectives			
Overall GOAL:	Indicator	Target 2011-13	Inputs
Post-conflict societies manage risks of internal conflicts peacefully through enhanced inclusive policy dialogue and commitment to peaceful coexistence	(1) % of countries where State-building efforts have reduced state's fragility and strengthened its conflict management capacity (*)	No PBF targets setting (attribution gap).	N/A
	(2) % of countries out of total portfolio receiving PBF funding which relapsed into conflict after end of funding (time period of a) 3, and b) 5 years)		
	(3) % of countries with reduced incidents of violent conflicts and security concerns reported by independent media and 'watch dog' commissions (in # and %)		
	<u>Critical assumptions:</u> Independence of media and watch dog organizations increase transparency of and accountability for violations		

* Reference to: (1) Political Stability and Absence of Violence Index, World Bank; (2) Peace index scoring, Institute of Economics and Peace

Immediate objectives (IRF/PRF):	Indicator	Target 2011 – 2013	Inputs (USD)
<p>Strengthened the political and institutional capacities of key authorities involved in the peacebuilding process at national and local level to avoid the lapse or relapse into conflict</p>	<p>(1) Perception of conflict sensitive groups (disaggregated per gender; ethnicity) that they have confidence in national and local authorities of the state to reinforce security sector and rule of law.</p> <p>(Target: x% of countries with increase of confidence and trust to governmental authorities due to PBF sector engagements)</p>	<p><i>Target:</i> 75% of external evaluations conclude that political and institutional changes achieved with PBF programmes address root causes of previous conflicts</p>	<p>(1) Budget use per sector: SSR/RoL: Reconciliation/peaceful resolution: Revitalizing local economy: Public service delivery:</p>
	<p>(2) Social cohesion in targeted communities to which ex-combatants returned</p> <p>(Target: Increased % of countries where PBF supported communities coexist peacefully with ex-combatants and their families within 12 months after their return)</p>	<p><i>Baseline:</i> Measuring political, institutional and socio-economic changes against conflict drivers before funding starts</p>	<p>(2) Budget allocation with particular attention to gender based violence (\$ amount and % of total):</p>
	<p>(3) Countries (and % of global portfolio) that are able to sustain PBF programme results with additional funding:</p> <p>a) bi- or multilateral agencies b) national budget resources</p> <p>(Target: Increased x% of countries where</p> <p>i. Donors invest at least the same amount as PBF after programme end; ii. Increase of budget engagements from partner Ministries; total budget disaggregated per sector, % of PBF)</p>	<p><i>Targets/baselines:</i> To be determined by end of 03/2011</p>	
	<p><u>Critical assumptions:</u></p> <ul style="list-style-type: none"> - Political stability in neighbouring states supportive to peace -building process - Community able to absorb returnees and providing sufficient livelihood opportunities, access to land and basic socio-economic services to them and their families 		
<p><u>Means of verification:</u> External evaluations, donor reviews, public opinion surveys, national security statistics, media reports</p>			

Programmatic result 1:	Indicator	Target 2011 – 2013	Input (USD)
<p><i>Security sector reforms and judiciary systems put in place at national and local level that reinforce the Rule of Law (RoL)</i></p>	<p>(1) SSR: # of countries where discipline and performance of national armed forces and police in conflict affected territorial areas improved in respect of the new ‘code of conduct’</p> <p>(Target: Increased # of targeted communities per country with resolved vs. filed complaints against security personnel, disaggregated per national armed forces, police)</p>	<p><i>Target (for indicator (1) to (3)): 75% of programmes (IRF/PRF) achieving significant:</i></p> <ul style="list-style-type: none"> • reduction of violence • reduction of court back log (disaggregated to gender) <p><i>Baseline:</i> Reference to results of need assessment in priority plans (PP)</p>	<p>PBF budget (planned and actual): \$ amount and % of total</p>
	<p>(2) RoL: # of countries where communities can newly access justice and resolve conflicts/disputes without resource of violence</p> <p>(Target: Increased # of targeted communities per country with resolved vs. submitted court case)</p>		
	<p>(3) RoL: - # of countries with transitional justice mechanisms in place that include provisions to address the rights and participation of women and girls in their mandates²⁴</p> <p>(Target: Increased # of targeted communities per country with resolved vs. submitted gender specific court cases)</p>		
	<p><u>Critical assumption:</u></p> <ul style="list-style-type: none"> - Security forces are restructured and absorb a fixed number of combatants - More transparent court case ruling reduces violence and corruption 		
	<p><u>Means of verification:</u> JSC and project monitoring reports; ext. evaluations at mid-term / final; sector specific thematic reviews; transparency index</p>		

²⁴ This indicator is drawn from the set of indicators currently being developed by the UN to track implementation of SC Resolution 1325. This indicator assesses the degree to which various transitional justice mechanisms (including truth commissions, reparation programmes, land dispute settlement commissions, gender justice and criminal prosecutions) address the rights and participation of women and girls in their mandate. It looks at senior level representation of women in these mechanisms, protocols to include women/girls in the process and benefits/service provision.

Programmatic result 2	Indicator	Target 2011 – 2013	Input (USD)
<p><i>Conflicts resolved peacefully and in a manner that supports the coexistence of actors/groups that were involved in previous conflicts</i></p>	<p>(1) DDR: # of countries that have integrated ex-combatants and/or militia disarmed</p> <p>(Target: Increased # of targeted communities per country with returnees that are economically active at least 6 months after reintegration support ceased; disaggregated by sex and ethnicity)</p>	<p><i>Target (for indicator(1) to (3)): 75% of programmes (IRF/PRF) achieving significant:</i></p> <ul style="list-style-type: none"> • increase of returnees of ex-combatants • consolidation of participation of major PB relevant actors in policy dialogue • increase of # of peaceful conflict resolution <p><i>Baseline:</i> Reference to peace agreements and/or PP</p>	<p>PBF budget (planned and actual): \$ amount and % of total</p>
	<p>(2) Inclusive political dialogue: # of countries with strong partnerships for inclusive political dialogue in place representing political parties, civil society organizations, marginalized groups, traditional and religious leaders that are supportive to the successful implementation of the peace agreement</p> <p>(Target: Increasing # of countries with mechanisms/procedures in place to maintain continuity for inclusive political dialogue)</p>		
	<p>(3) Peaceful conflict resolution: # of countries with mechanisms in place that solve disputes in access to limited resources (e.g. land, water) effectively</p> <p>(Target: Increased # of targeted communities per country with resolved vs. submitted dispute cases, disaggregated by gender and ethnicity)</p>		
	<p><i>Critical assumption:</i> Communities capacitated with sufficient resources to absorb ex-combatants and their families</p>		
	<p><i>Means of verification:</i> JSC / project monitoring reports; external evaluations at mid-term / final; sector specific thematic reviews</p>		

Programmatic result 3	Indicator	Target 2011 – 2013	Input (USD)
<p><i>Public and private service providers responsive to local demand with particular attention to the needs of conflict sensitive groups</i></p>	<p>(1) # of countries with strengthened administrative functions of local governments to improve public service delivery and provision in basic sectors (water, education, health, local economy)</p> <p>(Target: Increase service delivery provision and provision in PBF supported communities, disaggregated per sector)</p>	<p><i>Target:</i> 75% of programmes (IRF/PRF) achieving significant:</p> <ul style="list-style-type: none"> • increase of communities with more effective office services; • Increase of job opportunities that secure the maintenance of livelihoods of ex-combatants, youth, women, ethnic groups etc. <p><i>Baseline:</i> Reference PP</p>	<p>PBF budget (planned and actual): \$ amount and % of total</p>
	<p>(2) # of country programmes with effective job opportunities for youth (gender disaggregated) targeted by PBF</p> <p>(Target: Increased # of targeted communities with youth who are economically active at least 6 months after support ceased)</p>		
	<p><u>Means of verification:</u> JSC and project monitoring reports; external evaluations at mid-term / final; sector specific thematic reviews</p>		

Result 4 (organizational effectiveness)	Indicator	Target 2011 - 2013	Input (USD)
<i>Peacebuilding interventions delivered in a timely and cost effective manner</i>	(1) Increased funding flow (core and extra-budgetary sources): Annual PBF allocation, disaggregated by: - funding allocated by HQ - funding disbursed to field	<i>Target (1):</i> USD 100m	
	(2) Timely and cost effective delivery of services to the field: a) Turn-around time for IRF proposals and country eligibility notes b) Project closing c) Conduct of external final evaluations	<i>Target (2):</i> • IRF/PRF approved within three weeks after submission; • Project closed within 6 months after final payments; • Evaluation Plan on schedule	
	(3) Decision makers at HQ and programme level (ERSG, JSC) use M&E data sources for in depth analysis, performance improvements and/or programme alignment if needed	<i>Target (3):</i> M&E data / MoV easily accessible (all PBF programmes)	
Result 5 (organizational effectiveness)	Indicator	Target 2011 - 2013	Input (USD)
<i>PBF actively collaborates with UN actors and other stakeholders on peacebuilding</i>	(1) Perception of stakeholders and partners (multi/bilateral) on: a) programme effectiveness (relevance, flexibility, added value, innovation, risk taking, catalytic effect, operational speed, national ownership; b) level of expertise of PBSO in PB; c) contribution to UN integration.	<i>Target:</i> 75% of external reviews (external evaluations, donor reviews etc.) acknowledge 'added value' of PBF	
	(2) Increase of partnership diversification	<i>Target:</i> Network with bi- and multilateral agencies, research institutes, leading NGOs in PB area diversified / consolidated	