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**Peacebuilding and sustaining peace**

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## **Peacebuilding and sustaining peace**

### **Report of the Secretary-General**

#### *Summary*

The present report is submitted in support of the high-level meeting of the General Assembly during the seventy-sixth session, focused on financing for peacebuilding. In the report, the Secretary-General argues that current financing for prevention and peacebuilding remains inadequate given the increase in violent conflicts, their changing, protracted and complex nature and their dire consequences. The costs of responding to crises have become unsustainable; prevention of conflicts and investing in building and sustaining peace have the potential to reduce costs for Member States on crisis response. The linkages among peacemaking, peacekeeping, peacebuilding, development and humanitarian action are integral and mutually reinforcing, and there is a need for funding across the peace continuum. As highlighted in the 2020 review of United Nations integration, there is a need for the United Nations to provide a strong ecosystem to make the “triple cross pillar nexus” a reality, and promote the transformative, prevention-focused and conflict-sensitive responses required to accelerate action to achieve the 2030 Agenda. An array of financing mechanisms and sources are required for peacebuilding activities of national Governments, civil society, women, youth and United Nations entities, including through domestic resources, voluntary and assessed contributions from Member States and innovative partnerships.



## I. Introduction

1. At the conclusion of the 2020 review of the peacebuilding architecture, the General Assembly and the Security Council adopted twin resolutions (Assembly resolution [75/201](#) and Council resolution [2558 \(2020\)](#)), in which they requested an interim report in 2022 on continued implementation of the 2016 resolutions on peacebuilding and sustaining peace (Assembly resolution [70/262](#) and Council resolution [2282 \(2016\)](#)), with due attention to the impact of relevant reforms on the performance of the United Nations system in advancing the implementation of the resolutions, and with emphasis on the systematic impact made at the field level, for the consideration of Member States.

2. In calling for a renewed effort to agree on more effective collective responses to address major risks, the Secretary-General, in his 2021 report, *Our Common Agenda*, proposed the development of a new agenda for peace, with more investment in prevention and peacebuilding. As the Secretary-General continues to stress, peacebuilding financing remains a critical challenge. Recognizing this, the General Assembly decided to convene a high-level meeting at the seventy-sixth session to advance, explore and consider options for ensuring adequate, predictable and sustained financing for peacebuilding and affirmed a commitment to pursuing action-oriented outcomes. The present report is intended to contribute to the high-level meeting.

3. The prevention of violent conflict, peacebuilding and sustaining peace are central to the work of the United Nations as derived from its Charter. Their financing is one of the most critical enablers. However, the demand for peacebuilding outstrips available resources and Member States have recognized that there is a “peacebuilding financing gap”.<sup>1</sup> Approximately 2 billion people live in conflict-affected countries and there were a record number of 56 State-based conflicts in 2020. The falling trend of fatalities from armed conflict since the 2014 peak was reversed in 2020.<sup>2</sup> The character of violent conflicts has also changed as most occur within prolonged, complex and turbulent political transitions.<sup>3</sup> Violent conflicts, conflict-induced food insecurity and hunger are major drivers of humanitarian needs. As many as 84 million people have been forcibly displaced because of persecution, conflict, violence and human rights violations.<sup>4</sup> Moreover, in 2022, 274 million people will need humanitarian assistance – a 17 per cent increase from 2021, requiring \$41 billion for the 183 million people targeted.<sup>5</sup>

4. The world is seeing an increasing internationalization of intrastate conflicts, which, together with the fragmentation and multiplication of non-State armed groups with linkages to criminal and terrorist networks, makes finding solutions arduous.<sup>6</sup> Consequently, there are fewer political settlements to conflicts, making cases like Colombia important exceptions which created opportunities to build and sustain peace. While the Secretary-General’s appeal for a global ceasefire in March 2020 and Security Council resolution [2532 \(2020\)](#) on a general and immediate cessation of

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<sup>1</sup> Addis Ababa Action Agenda on Financing for Development (General Assembly resolution [69/313](#), para. 8).

<sup>2</sup> See Uppsala Conflict Data Program (<https://ucdp.uu.se/>).

<sup>3</sup> United Nations and World Bank, *Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict* (Washington, D.C., 2018). Available at <https://openknowledge.worldbank.org/handle/10986/28337>.

<sup>4</sup> Office of the United Nations High Commissioner for Refugees (UNHCR), *Mid-Year Trends 2021*. Available at [www.unhcr.org/mid-year-trends](http://www.unhcr.org/mid-year-trends).

<sup>5</sup> Office for the Coordination of Humanitarian Affairs, *Global Humanitarian Overview 2022* (<https://gho.unocha.org>).

<sup>6</sup> See report of the Secretary-General on the state of global peace and security in line with the central mandates contained in the Charter of the United Nations ([A/74/786](#)).

hostilities because of the devastating impact of coronavirus disease (COVID-19), especially in conflict-affected countries, resonated with several conflict parties, initial gestures of support and unilateral ceasefires did not last or decisively transform conflict dynamics on the ground.

5. Today's conflicts involve complex cross-border dynamics, notably, armed groups and illicit trade of narcotics, terrorism, small arms, explosive ordnance (including improvised explosive devices) and natural resources. Moreover, changing mobility and displacement patterns, exacerbated by conflict and climate change, constrain the social cohesion of borderland communities. Inadequate services and weak economic integration of marginal spaces increase exclusion and conflict risks. Nevertheless, the resilience of many borderland communities represents an opportunity for improved investment in locally developed cross-border programmes to transform peace and security. United Nations special political missions, peacekeeping operations and country teams are collaborating in several regional contexts. Regional and other organizations and the Peacebuilding Commission also play increasingly important roles in such conflict situations, and the Peacebuilding Fund has prioritized cross-border and regional initiatives, including in the Sahel, Central America and Central Asia. The African Union, the regional economic communities, the border communities and the United Nations established the Africa Borderlands Centre in 2021 to support durable solutions to complex cross-border causes of conflict.

6. Climate-related security risks have become a reality for millions of people who are struggling to cope with resource scarcity, food insecurity and loss of livelihoods, especially affecting women. A large share of people internally displaced by conflict are in countries that are also vulnerable to climate change, and displacement is expected to increase because of natural disasters related to climate change.<sup>7</sup> Climate change can have a multiplier effect, exacerbating vulnerabilities, tensions and inequalities and destabilizing social, political, economic and demographic dynamics at the local, national and regional levels.

7. The COVID-19 pandemic has exacerbated fragilities and inequalities, revealing our shared vulnerability and interconnectedness. The global disruption to education and skills building is unparalleled, deepening inequalities, grievances and the risk of large losses in lifetime earnings. COVID-19 has weakened social contracts between the State and populations, eroded social cohesion within and among communities and significantly exacerbated gender inequalities and violence against women and girls. While women were at the frontline of fighting the pandemic, they have often been absent in COVID-19 decision-making and response mechanisms. Many protest movements were driven by public frustration with unresponsive or ineffective State institutions. Simultaneously, many countries reduced civic space, in particular the freedoms of peaceful assembly and of expression. The pandemic has underscored the need to address online civic space and for adequate legal and policy frameworks to ensure that technology platforms are not used to spread misinformation, disinformation and hate speech. In conflict-affected settings, the impacts of the virus on health, livelihoods and decent work can fuel violent conflict.<sup>8</sup>

8. The pandemic added another layer of complexity to the negative impact that conflict has on mental health, in particular on children, youth and women. Improving

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<sup>7</sup> International Military Council on Climate and Security, *The world climate and security report 2021* (June 2021).

<sup>8</sup> Department of Political and Peacebuilding Affairs/Peacebuilding Support Office, World Health Organization (WHO), International Labour Organization (ILO) and Interpeace: *From Crisis to Opportunity for Sustainable Peace: A Joint Perspective on Responding to the Health, Employment and Peacebuilding Challenges in Times of COVID-19* (Geneva, 2020). Available at [www.ilo.org/global/topics/employment-promotion/recovery-and-reconstruction/WCMS\\_761809/lang--en/index.htm](http://www.ilo.org/global/topics/employment-promotion/recovery-and-reconstruction/WCMS_761809/lang--en/index.htm).

psychosocial well-being and access to psychosocial support in conflict-affected contexts are essential to help consolidate peace and prevent future violence. In his 2020 report on peacebuilding and sustaining peace, the Secretary-General emphasized the need to better integrate mental health and psychosocial support into peacebuilding. In December 2021, the Peacebuilding Commission held its first meeting to exchange views on the topic. Guidance is being developed to ensure a comprehensive, operational and United Nations system-wide approach to integrate mental health and psychosocial support and peacebuilding, and the Peacebuilding Fund has supported several mental health and psychosocial support-focused projects.

9. In “The highest aspiration: a call to action for human rights” (2020), the Secretary-General highlighted the need for the United Nations system to work more closely together to take early action, prevent conflict and protect rights in times of crisis. He also reiterated the well-established correlation between the enjoyment of human rights, including non-discrimination, and resilience to crisis. The forthcoming agenda for protection sets out a framework for the United Nations to collaborate on prevention and responses to human rights protection issues, including in conflict-affected contexts.

## II. The case for prevention and peacebuilding

10. Evidence shows that shifting investments towards the prevention of violent conflicts saves lives and resources, is cost-effective and protects development gains.<sup>9</sup> It was recognized in the 2020 twin resolutions that progress towards achieving the 2030 Agenda for Sustainable Development requires the integration of peacebuilding and sustaining peace into efforts to build back better. Inclusive and sustainable development, anchored in human rights, gender equality and leaving no one behind, is the best defence against violent conflict. Structural prevention requires an acceleration towards the achievement of the Sustainable Development Goals and a coherent focus on addressing conflict risks and drivers and enhancing social cohesion through investments in equitable delivery of social services, inclusive institutions, transparent management of natural resource revenues and equal economic opportunities. The Peacebuilding Fund is well positioned to incentivize this as 97 per cent of its investments contributed to the Goals in the period 2015–2020. However, while peacebuilding needs have increased, adequate funds have not been forthcoming. The extent to which international humanitarian and development responses are conflict-sensitive and contribute to peacebuilding and sustaining peace, including in response to the impacts of the pandemic and other compounded shocks and stresses, will be critical in determining their effectiveness.

11. In *Our Common Agenda*, the Secretary-General called for a revitalized, comprehensive and overarching prevention agenda and for every United Nations presence to be made a centre of context-specific prevention expertise, with the capacity to better link peace and security, human rights, gender equality, climate and development, and focusing on factors that can give rise to grievances and cause instability. COVID-19 has underscored the importance of switching from crisis response to prevention and the need to better anticipate, prevent and prepare for major risks by having stronger legal frameworks, better tools for managing risks, more participatory, inclusive and gender- and age-responsive approaches, better data and proper financing of prevention and preparedness.

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<sup>9</sup> Estimated expected annual savings ranging from \$5 billion to \$70 billion per year. See for example, United Nations and World Bank, *Pathways for Peace: Inclusive Approaches to Preventing Violent Conflict* (Washington, D.C., 2018), p. xix. Available at [www.pathwaysforpeace.org/](http://www.pathwaysforpeace.org/).

12. In his 2020 report on peacebuilding and sustaining peace, the Secretary-General highlighted that peacebuilding activities of special political missions, peacekeeping operations and agencies, funds and programmes have generated significant results on the ground (A/74/976-S/2020/773, para. 9 and box 1). Some 300 examples in more than 35 countries had been documented, including increased trust in government, improved social cohesion, lower levels of violence, increased capacity to peacefully prevent and resolve conflict, the inclusion of peacebuilding in public policy and durable political settlements. The Secretary-General reports every year to the General Assembly on the results achieved through the Peacebuilding Fund (see the most recent report, A/76/687).

13. The United Nations system has demonstrated progress in implementing the 2016 twin resolutions, including through joint analysis and planning. Many United Nations entities have integrated peacebuilding in their strategic plans, policies, guidance and training. The Department of Political and Peacebuilding Affairs and the Department of Peace Operations have contributed to common country analyses and United Nations Sustainable Development Cooperation Frameworks, which form the basis of United Nations country teams' holistic response, aligned with national priorities and plans. The deployment of over 110 Peace and Development Advisers through the United Nations Development Programme (UNDP)-Department of Political and Peacebuilding Affairs Joint Programme on Building National Capacities for Conflict Prevention, has also contributed to these tools. The Côte d'Ivoire United Nations Sustainable Development Cooperation Framework 2021–2025, in which peacebuilding and sustaining peace are identified as a cross-cutting theme, with a focus on women and youth, helped to enhance the coherence and complementarity of United Nations efforts before, during and after the 2020 presidential election, to ease mounting tensions and create the conditions for an inclusive political dialogue. In 2021, the Government of Iraq and the United Nations signed an updated version of the United Nations Sustainable Development Cooperation Framework 2020–2024 to include the COVID-19 impact, the increased need for durable solutions to end displacement and peacebuilding-related strategic priorities, such as social cohesion, protection and inclusion.

14. Engagements in the field have confirmed the importance of applying regional and cross-border approaches as COVID-19, non-State armed groups and climate-related security issues transcend boundaries. The Special Envoy of the Secretary-General for the Great Lakes region, in coordination with the Special Representative of the Secretary-General for the Democratic Republic of the Congo and Head of the United Nations Organization Stabilization Mission in the Democratic Republic of the Congo (MONUSCO), supported regional efforts – including by the African Union, the International Conference on the Great Lakes Region and the Southern African Development Community – to address root causes of instability and conflict through extensive consultations among the chiefs of intelligence and security services of Burundi, the Democratic Republic of the Congo, Rwanda, Uganda and the United Republic of Tanzania. This resulted in the adoption of a plan for the establishment of the contact and coordination group mandated to oversee the implementation of non-military measures. They include: (a) support for disarmament, demobilization, repatriation, reintegration and resettlement programmes through an approach involving local communities and civil society; and (b) reinforcement of cross-border cooperation to generate economic opportunities for young people. The Dominican Republic and Haiti, with Peacebuilding Fund investment and technical support from the International Organization for Migration (IOM) and UNDP, are revitalizing a joint bilateral commission to strengthen dialogue on security and migration and create community-based cross-border dialogue spaces and technical and cultural collaboration to promote social cohesion and prevent conflicts.

15. In the 2020 twin resolutions, the General Assembly and the Security Council emphasized that inclusivity is key to advancing national peacebuilding processes and objectives to ensure that the needs of all segments of society are considered. In *Our Common Agenda*, the Secretary-General proposed mobilizing the United Nations to assist countries in support of a renewed social contract, anchored in human rights and based on trust, inclusion, protection and participation. Successful prevention and peacebuilding require long-term intergenerational approaches, building on existing infrastructures for peace and the efforts of stakeholders on the ground, including women, adolescents and youth, religious leaders and workers' and employers' organizations, which are too often excluded from formal peace processes.

16. Increasing investments in the implementation of Security Council resolutions on women and peace and security and youth and peace and security are important to enhance inclusion in peacebuilding at the local and national levels. Collaboration and resources should be leveraged to help countries transition out of conflict, address inequalities and build resilience by transforming political, social and economic systems to include women and youth. For example, in 2020, the United Nations Children's Fund (UNICEF) invested \$782.9 million in adolescent- and youth-focused basic services in conflict-affected and fragile settings, including in education, health and social protection. United Nations Volunteers have also played an important role in engaging local actors in peacebuilding processes. National parliaments are important spaces for dialogue and representation of diverse parts of society, addressing root causes of conflict, mediating grievances, de-escalating violence and providing public accountability. UNDP has supported the increased participation of women in political processes in Kyrgyzstan, Montenegro, Nepal, Sierra Leone and Sri Lanka. In Kyrgyzstan, in response to the surge in gender-based violence during the COVID-19 crisis, the Council on Women's Rights and Prevention of Gender-Based Violence successfully advocated for speedy legislative amendments, which improved access to justice for victims of domestic violence.

17. In Guinea-Bissau, a joint project of the World Food Programme (WFP), the United Nations Population Fund (UNFPA), the United Nations Entity for Gender Equality and the Empowerment of Women (UN-Women) brought together 80 rural women leaders to debate issues of interest with regional governors, district administrators and national members of parliament. More than 2,000 rural women from 40 communities were trained in literacy, trade and leadership skills, enabling them to increase their economic and political participation and advocate for their needs to local authorities and legislative representatives. In Abyei, United Nations Interim Security Force for Abyei (UNISFA) police collaboration with the Abyei Women Association resulted in the identification of gender-specific triggers that lead to tensions and conflict, such as the exclusion of women from traditional justice mechanisms and the community protection committees.

18. With support from the International Labour Organization (ILO), the Jordan Chamber of Industry, the General Federation of Jordanian Trade Unions, the Ministry of Labour and other State agencies, international donors and civil society organizations have supported programmes in response to the Syrian refugee crisis. These programmes have created more than 130,000 decent jobs while promoting social cohesion and peaceful co-existence in agriculture, manufacturing and infrastructure.<sup>10</sup>

19. The United Nations system has shown positive results in the inclusion of youth in prevention and peacebuilding initiatives. In Madagascar, UNDP, the Office of the United Nations High Commissioner for Human Rights (OHCHR) and UNICEF

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<sup>10</sup> ILO, *Managing Conflicts and Disasters: Exploring Collaboration between Employers' and Workers' Organizations* (Geneva, 2020), p. 32. Available at [www.ilo.org/global/publications/books/WCMS\\_741421/lang--en/index.htm](http://www.ilo.org/global/publications/books/WCMS_741421/lang--en/index.htm).

supported Radio Sifaka in promoting youth engagement and tackling misinformation by providing training to young journalists and capacity-building to radio programmes and youth organizations, and partnering with 28 radio stations, leading to the establishment of youth reporters' clubs, which broadcast peace messages. In Cameroon, with Peacebuilding Fund support, the World Health Organization (WHO), IOM and the Office of Rule of Law and Security Institutions of the Department of Peace Operations developed a project targeting youth at risk of recruitment by Boko Haram in the far north, by providing alternative livelihoods in the health sector. In the regions of Mopti and Ségou in Mali, WFP, the Food and Agriculture Organization of the United Nations (FAO) and the Office of the United Nations High Commissioner for Refugees (UNHCR) supported laboratories for peace, bringing together women, men, young people, municipalities and community and religious leaders to negotiate ceasefire agreements that led to a significant decrease in intercommunity violence. In Colombia, UNICEF supported over 32,000 community initiatives involving youth that shaped territorial development plans in 170 municipalities most affected by violence in support of the peace agreement implementation.

20. Linkages between corruption, conflict and fragility are becoming increasingly apparent. Curbing corruption is vital in post-conflict environments to restore trust in public institutions. The United Nations common position to address global corruption, developed in the lead-up to the 2021 special session of the General Assembly on corruption, sets forth a common framework for United Nations support to Member States. Additionally, an essential element for sustaining peace is ensuring that perpetrators of serious crimes that fuel conflict are brought to justice. Since 2011, MONUSCO prosecution support cells have assisted the military justice authorities in the Democratic Republic of the Congo with exercising jurisdiction over war crimes, serious human rights violations and natural resource trafficking. Over 1,500 cases have been processed with MONUSCO support, involving 2,680 accused persons and leading to over 1,640 convictions and sentences.

21. Competition for natural resources compounded by climate change coupled with exclusion have been major drivers of violent intercommunal conflicts. These risks are set to increase further as, by mid-century, more than 4 billion people will be living in water-stressed regions.<sup>11</sup> Peacekeeping operations and special political missions, together with IOM, FAO, UNDP, UNICEF, UN-Women and WFP, supported by the Peacebuilding Fund, contributed to conflict management mechanisms in farmer and herder communities. In the Sahel, IOM and FAO promoted peaceful transhumance through building institutional cross-border dialogue and conflict management capacity, developing a transhumance tracking tool, rehabilitating community infrastructure and providing livelihood support. In the Central African Republic, in a context of renewed violence during the elections, the United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic (MINUSCA) supported local committees for peace and reconciliation (including by increasing women's participation to 30 per cent), religious platforms and transhumance committees in the peaceful resolution of 39 community conflicts. Along the Chad-Niger border, a WFP and FAO project contributed to reducing transhumance-related conflicts by more than 50 per cent. The project supported the marking of more than 100 km of transhumance corridors to reduce the destruction of fields by livestock, a key conflict trigger.

22. The Peacebuilding Commission and the Peacebuilding Fund have contributed to the coherence of prevention and response systems, supporting in synergy multidisciplinary and multistakeholder solutions. The Commission provides a forum for responding to multidimensional threats to development, peace and security through an inclusive approach. With emphasis on national ownership, the Commission

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<sup>11</sup> UNICEF, Water scarcity. Available at [www.unicef.org/wash/water-scarcity](http://www.unicef.org/wash/water-scarcity).

has forged partnerships by creating space for non-United Nations partners, such as national and local government officials, regional and subregional organizations, international financial institutions, women and youth organizations and other civil society organizations, to work together in support of local peacebuilding efforts. In February 2021, the Commission adopted a gender strategy action plan and approved a strategic action plan on youth and peacebuilding to help guide and monitor the Commission's efforts in support of gender and youth-responsive peacebuilding. Women peacebuilders have increasingly briefed the Commission since 2016, with the largest increase from 22 per cent of meetings in 2019 to 74 per cent in 2021. In 2021, the Commission supported 13 country- and region-specific settings, including by holding a meeting for the first time on the Gulf of Guinea, for a total of 23 countries and regions since its inception. Current resource constraints, however, prevent the Commission from meeting increasing demand to expand its advisory and bridging role to more geographical and substantive settings.

#### *Peacebuilding financing gaps*

23. As stated in the 2020 report (A/74/976-S/2020/773), there has been too little progress on adequate, predictable and sustained financing for peacebuilding. Demand for Peacebuilding Fund support is outpacing available resources, according to financial forecasting of country-driven needs, including support for transitions, cross-border initiatives, gender equality and women and youth empowerment. The Peacebuilding Fund scaled back its approval targets in each of the past three years on account of shortfalls in contributions, even as the original targets were set below anticipated demand owing to income expectations.

24. Peacebuilding requires a broad set of financing instruments and a variety of channels and sources. There are several global United Nations mechanisms, including the Peacebuilding Fund, the Department of Political and Peacebuilding Affairs multi-year appeal, the human security trust fund, the Joint Sustainable Development Goals Fund, the Global Focal Point for the Rule of Law, the Women's Peace and Humanitarian Fund, the United Nations Democracy Fund and the Humanitarian-Development-Peacebuilding and Partnership Facility. The Secretariat has developed a peacebuilding funding dashboard, which includes several of these global funds, and is committed to expanding the dashboard further, to provide senior management and donors with an overview of different funding streams. Several country-specific trust funds play a catalytic role in driving integration and finance peacebuilding activities in United Nations transition settings. For example, following the withdrawal of the African Union-United Nations Hybrid Operation in Darfur (UNAMID), a Sudan financing platform multi-partner trust fund, including a peacebuilding and stabilization window to support the mandate of the United Nations Integrated Transition Assistance Mission in the Sudan (UNITAMS), was established to ensure integration with the United Nations country team. While the reforms have contributed to a substantial growth of these funds, more pooled funds supporting shared strategic objectives and with greater capitalization are required to further enhance United Nations coherence.

25. In his 2021 report on women and peace and security (S/2021/827), the Secretary-General highlighted that the lack of adequate, predictable and sustained funding continues to impede the implementation of the women and peace and security agenda. More than a decade earlier, the then Secretary-General set an objective to allocate a minimum of 15 per cent of all United Nations peacebuilding and recovery funds to women's empowerment and gender equality.<sup>12</sup> The Peacebuilding Fund has

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<sup>12</sup> See Seven-Point Action Plan on Gender-Responsive Peacebuilding. Available at [www.un.org/peacebuilding/sites/www.un.org.peacebuilding/files/documents/seven\\_point\\_action\\_plan.pdf](http://www.un.org/peacebuilding/sites/www.un.org.peacebuilding/files/documents/seven_point_action_plan.pdf).

achieved its 30 per cent target since 2015, reaching 40 per cent in the period 2018–2020 and 47 per cent in 2021. Local women’s organizations’ contributions to conflict prevention, resolution and peacebuilding processes, fostering more inclusive governance and strengthening the legitimacy of new institutions, have been widely recognized as highly cost-effective but are hampered by persistent underinvestment.<sup>13</sup> Under the Department of Political and Peacebuilding Affairs multi-year appeal, a dedicated funding window supports women’s participation in peacemaking, peacebuilding and sustaining peace efforts, which includes facilitating the establishment of women’s advisory boards (e.g., in Iraq, the Syrian Arab Republic and Yemen) and encouraging the participation of women in electoral processes. In the “Thematic review on gender-responsive peacebuilding”, donors are recommended to identify ways to make long-term, flexible funding available directly to women’s peacebuilding organizations to respond to the diverse needs of women on the ground,<sup>14</sup> in line with the call to action on women transforming peace and security (2020).<sup>15</sup> The Peacebuilding Commission advised the Security Council in October 2021, ahead of the Council’s open debate on women and peace and security, to promote dedicated funding for efforts by women peacebuilders and women-led organizations to promote their full, equal and meaningful participation in peacebuilding.<sup>16</sup>

26. The drawdown and withdrawal of a peacekeeping operation or special political mission often coincides with an inadequate focus on financing strategies to support predictable and longer-term funding priorities for host Governments and United Nations country teams. The Security Council, in resolution 2594 (2021), underlined that such transitions are understood as a strategic process which builds towards a reconfiguration of the strategy, footprint and capacity of the United Nations in a way that supports peacebuilding objectives and the development of a sustainable peace. It is therefore important that United Nations missions, United Nations country teams and national authorities jointly develop transition plans using the United Nations Sustainable Development Cooperation Frameworks, the contribution made by development investments to sustained peace, longer-term financing strategies and targeted action plans in collaboration with international financial institutions and bilateral partners and ensure that the plans are gender-responsive. The United Nations Transitions Project of the Development Coordination Office, the Department of Peace Operations, the Department of Political and Peacebuilding Affairs and UNDP is a key mechanism providing dedicated support to develop these plans and strategies in an integrated and forward-looking manner. This was also emphasized during the informal consultative meeting of the African Union Peace and Security Council and the Peacebuilding Commission in November 2021.

27. One financing tool to strengthen the role of peacekeeping and facilitate transitions is the implementation of mandated programmatic activities funded through peacekeeping assessed budgets. These activities can engage United Nations country teams, civil society organizations, including women and youth organizations, and national counterparts to ensure continued support for shared priorities, strengthening coherence among actors. They also enhance national capacities, ensuring continued

<sup>13</sup> France Bognon and Sanam Naraghi Anderlini, “Funding women peacebuilders: dismantling barriers to peace”, International Civil Society Action Network (2020), p. 13. [https://icanpeacework.org/wp-content/uploads/2021/07/ICAN\\_FundingWomenPeacebuilders.pdf](https://icanpeacework.org/wp-content/uploads/2021/07/ICAN_FundingWomenPeacebuilders.pdf).

<sup>14</sup> Peacebuilding Fund, Federal Foreign Office of Germany and Stabilisation Platform, “Thematic review on gender-responsive peacebuilding” (November 2021), p. 39. Available at [www.un.org/peacebuilding/content/gender-responsive-peacebuilding-2021](http://www.un.org/peacebuilding/content/gender-responsive-peacebuilding-2021).

<sup>15</sup> <https://peacekeeping.un.org/en/sg-wps-call-to-action>.

<sup>16</sup> Peacebuilding Commission, Advice to the Security Council on women, peace and security, 20 October 2021. Available at [www.un.org/peacebuilding/sites/www.un.org.peacebuilding/files/documents/psc\\_advice\\_on\\_wps.pdf](http://www.un.org/peacebuilding/sites/www.un.org.peacebuilding/files/documents/psc_advice_on_wps.pdf).

sustainability and ownership of such initiatives. An increase in programmatic assessed funding in peacekeeping budgets two years prior to withdrawal ([A/74/976-S/2020/773](#), para. 46) and creating mechanisms to use these funds up to five years after withdrawal, supplementing voluntary contributions, would be catalytic in facilitating successful transitions.

28. Funding for programmatic activities amounted to \$193.8 million in the 2021/22 peacekeeping budget<sup>17</sup> and an average of \$200 million in the previous three peacekeeping budget cycles<sup>18</sup> encompassing rule of law, human rights, disarmament, demobilization and reintegration, community stabilization, community violence reduction, electoral affairs and mine action activities – with the latter amounting to approximately 70 per cent of the total funding (see table 1).

29. In recent years, the Peacebuilding Fund has allocated a high percentage of its total investment to contexts where a peacekeeping or special political mission is deployed (see table 2). The Peacebuilding Fund significantly increased or started investments when new peacekeeping operations or special political missions were established, and has typically doubled its investments after drawdown. Support to transition contexts is one of the three priority windows of the Peacebuilding Fund strategy for 2020–2024 with a target of 35 per cent of total annual investments. In 2020, 25 per cent of Peacebuilding Fund investments were in transition settings, including in the Democratic Republic of the Congo, Guinea-Bissau, Haiti and the Sudan, contributing to continuity in addressing peacebuilding and development challenges. These efforts are complemented by the Department of Political and Peacebuilding Affairs multi-year appeal with critical funding to sustain peacebuilding gains during the transition period.

Table 1  
**Programmatic funding in peacekeeping budgets, excluding mine action**

(Millions of United States dollars)

	2018–19	2019–20	2020–21	2021–22
MINUJUSTH	6.66	-	-	-
MINUSCA	13.96	14.677	16.198	14.184
MINUSMA	13.619	11.848	13.731	15.794
MONUSCO	10.910	13.528	14.518	14.137
UNISFA				0.287
UNMIK	2.376	2.376	2.376	2.376
UNMISS	2.059	2.585	3.124	4.322
UNAMID	19.882 <sup>a</sup>	19.652	6.705	-
<b>Total</b>	<b>67.8</b>	<b>64.8</b>	<b>56.6</b>	<b>51.1</b>

*Abbreviations:* MINUJUSTH, United Nations Mission for Justice Support in Haiti; MINUSCA, United Nations Multidimensional Integrated Stabilization Mission in the Central African Republic; MINUSMA, United Nations Multidimensional Integrated Stabilization Mission in Mali; MONUSCO, United Nations Organization Stabilization Mission in the Democratic Republic of the Congo; UNISFA, United Nations Interim Security Force for Abyei; UNMIK, United Nations Interim Administration Mission in Kosovo; UNMISS, United Nations Mission in South Sudan; UNAMID, African Union-United Nations Hybrid Operation in Darfur.

<sup>a</sup> Revised budget for UNAMID for the period from 1 July 2018 to 30 June 2019 ([A/73/488](#)).

<sup>17</sup> Report of the Secretary General, Overview of the financing of the United Nations peacekeeping operations ([A/75/786](#), annex VIII).

<sup>18</sup> Reports of the Secretary General, Overview of the financing of the United Nations peacekeeping operations ([A/72/770](#), annex X; [A/73/776](#), annex IX; and [A/74/736](#), annex VIII).

30. The Peacebuilding Fund complements programmatic funding in peacekeeping operation budgets, especially during transitions, by funding a much broader set of and longer-term peacebuilding activities, requires government approval and does not fund United Nations staff. If used strategically, programmatic funding and the Peacebuilding Fund incentivize integration and can catalyse further investment towards peacebuilding priorities. In UNAMID, programmatic funding reached an unprecedented scale to establish State liaison functions. They fostered cooperation with the United Nations country team towards shared priorities to better sustain peace following the departure of UNAMID. Approximately \$45 million was transferred from the UNAMID budget to 10 agencies, funds and programmes in the 2019/20 period to increase the United Nations country team's geographical reach in Darfur and programming for the rule of law, women and peace and security, durable solutions, resilience, livelihoods and human rights. Since 2019, the Peacebuilding Fund has invested \$26.8 million for United Nations country team initiatives in Sudan. At present, the UNITAMS programmatic framework for mandate implementation is built off the successes of the State liaison functions. Such innovative results highlight the importance of increasing programmatic activities for peacekeeping operations and exploring ways to enable this in the context of special political missions, especially in a transition from one to the other.

Table 2

**Peacebuilding Fund investments in settings where peacekeeping operations and special political missions operate**

(Millions of United States dollars)

	2015	2016	2017	2018	2019	2020	2021
Peacekeeping operation	19.0	9.4	52.6	31.8	52.0	37.5	39.8
Special political mission	13.8	32.6	38.3	27.4	31.4	18.9	23.4
Peacekeeping operation and special political mission	–	–	3.0	3.0	25.5	7.7	14.5
<b>As a percentage of total Peacebuilding Fund</b>	<b>42.0%</b>	<b>59.3%</b>	<b>57.9%</b>	<b>32.3%</b>	<b>43.6%</b>	<b>32.5%</b>	<b>39.8%</b>

31. The Peacebuilding Fund also complements programmatic funding in support of special political missions. The Department of Political and Peacebuilding Affairs multi-year appeal funds the deployment of operational and political support to heads of missions enhancing United Nations capacities on the ground. Agencies, funds and programmes implement projects aimed at social cohesion, conflict resolution, or support for the rule of law and justice sectors and collaborate with special political missions through integrated planning frameworks. The Peacebuilding Fund supports such projects as they are closely coordinated with special political missions (e.g., in Colombia and the Sudan).

### III. Financial flows to conflict-affected situations

32. Investing in prevention is both imperative and the most cost-effective approach to addressing conflict and fragility risks and secure development gains to achieve the Sustainable Development Goals. However, amid a pandemic with vast health and socioeconomic needs, global military expenditure increased by 2.6 per cent (inflation-adjusted) in 2020, totalling nearly \$2 trillion, amounting to 2.4 per cent of global

income.<sup>19</sup> Some countries reallocated part of their planned military spending to the pandemic response and several others spent less than their initial military budgets for 2020.<sup>20</sup> Reducing military expenditures and reallocating them to prevention and peacebuilding was also highlighted in the report of the Secretary-General on women and peace and security (S/2021/827, para. 113).

33. Financial flows, which include official development assistance (ODA), foreign direct investment (FDI) and remittances, to conflict-affected countries<sup>21</sup> continue to fluctuate considerably from year to year (see figure I). Remittances steadily increased between 2009 and 2020 and have become the largest source of external finance for conflict-affected countries. ODA also increased between 2009 and 2019, especially for a few large recipients, but not continuously and not by as much as remittances – by 55 per cent and 87 per cent, respectively. Moreover, for several conflict-affected countries, ODA declined. Liberia, Colombia and Haiti saw the sharpest decreases between 2015 and 2019. FDI showed large fluctuations and a steep decline between 2012 and 2018 by 53 per cent. While there was an increase in FDI in 2019, FDI in conflict-affected countries decreased by 63 per cent in 2020, because of the COVID-19 pandemic.

34. While total ODA to conflict-affected settings has increased in recent years,<sup>22</sup> reaching 31 per cent in 2019 of total ODA, only 13.5 per cent was directed towards peacebuilding<sup>23</sup> (see figure II) and the share has declined from 19.9 per cent in 2012. Peacebuilding expenditures varied significantly on a yearly basis and were unevenly distributed among countries, with Afghanistan, Colombia and Iraq having received the majority of the ODA-funded peacebuilding expenditures.

35. While data is limited, ODA tends to increase after the establishment of a special political mission or peacekeeping operation and decreases after the drawdown of a peacekeeping operation. There is insufficient data on how ODA is affected by the termination of special political missions. For 11 assessable peacekeeping operations, ODA increased on average by 3.5 times in the five years after their establishment, in comparison with the five years prior to their establishment. For five special political missions with available data, ODA increased almost six times over a similar period, excluding Iraq, where the increase was much higher. In comparison, peacebuilding ODA increased on average by 2.6 times following the establishment of a special political mission, according to available data for three special political missions. Total

<sup>19</sup> Stockholm International Peace Research Institute fact sheet, April 2021. Available at [https://sipri.org/sites/default/files/2021-04/fs\\_2104\\_milex\\_0.pdf](https://sipri.org/sites/default/files/2021-04/fs_2104_milex_0.pdf).

<sup>20</sup> See [www.sipri.org/media/press-release/2021/world-military-spending-rises-almost-2-trillion-2020](http://www.sipri.org/media/press-release/2021/world-military-spending-rises-almost-2-trillion-2020).

<sup>21</sup> ODA is net ODA received. Data source: World Bank, World Development Indicators, accessed 22 July 2021. Conflict-affected settings are defined as: (a) agenda items of which the Security Council is currently seized and which have been considered by the Council at a formal meeting during the period from 1 January to 31 December 2020; (b) countries with a field-based or country-specific peacekeeping or special political mission in 2020 comprising 10 or more staff members; or (c) countries that received programmatic funds from the Peacebuilding Fund in 2020.

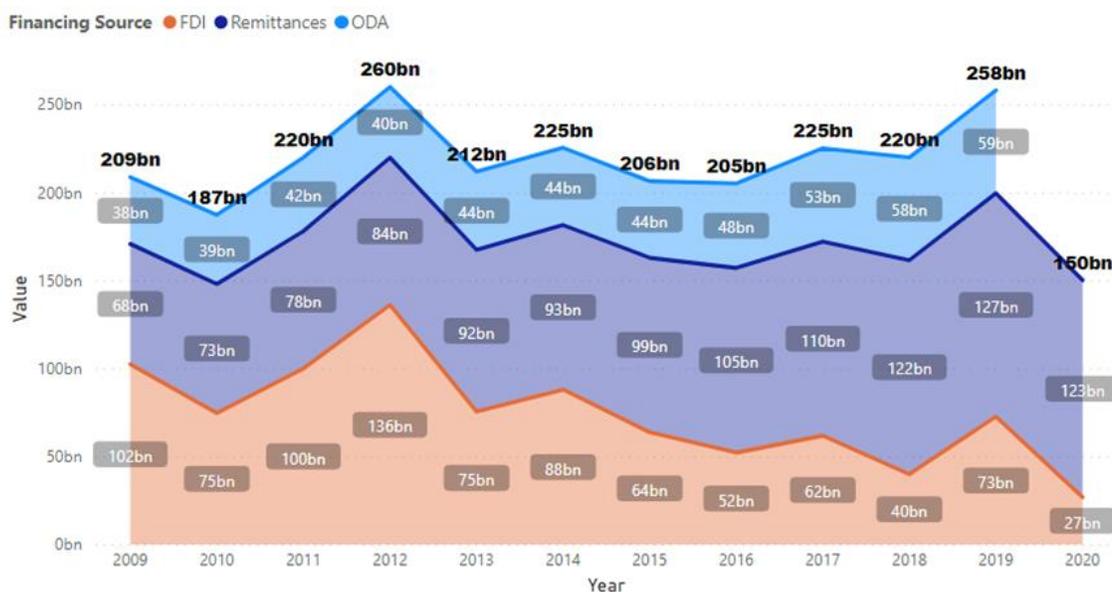
<sup>22</sup> ODA in figures I and II is slightly different because figure I is in current United States dollars and figure II is in constant United States dollars.

<sup>23</sup> Peacebuilding includes a wide set of activities, covering (a) political processes; (b) safety and security; (c) rule of law and human rights; (d) core government functions; (e) basic services, such as education and health care; and (f) economic revitalization, which includes jobs and livelihoods. Only the first four categories (using the Organisation for Economic Co-operation and Development (OECD)/Development Assistance Committee Credit Reporting System codes) are assumed to be designed to yield peacebuilding outcomes and therefore are always included in total peacebuilding investments. The last two categories (e) and (f) can contribute to peacebuilding outcomes, but only if designed with that purpose in mind. (Ayham Al Maleh and others, “Peacebuilding, Official Development Assistance and the Sustainable Development Goals: the United Nations Peacebuilding Funding Dashboard,” *Journal of Peacebuilding and Development*, vol. 16, No. 1, April 2021, pp. 112–120).

ODA decreased on average by 19 per cent in the five years after the drawdown of a peacekeeping operation in four settings compared with the five years prior to their drawdown (excluding Sierra Leone, where ODA increased, and a special political mission followed a peacekeeping operation). Moreover, in the two peacekeeping operation settings with available data (Haiti and Liberia), peacebuilding ODA declined on average by 26 per cent one year after the peacekeeping operation drawdown.

Figure I  
**Financial flows to 52 conflict-affected settings**

(Billions of current United States dollars)



Source: Department of Political and Peacebuilding Affairs/Peacebuilding Support Office, based on Organisation for Economic Co-operation and Development (OECD) data.

Abbreviations: bn, billion; FDI, foreign direct investment; ODA, official development assistance.

36. Although the percentage of bilateral aid dedicated to gender equality as a principal objective climbed to 5.6 per cent (\$2.7 billion) in 2019, the share received by women's rights organizations in conflict-affected contexts amounted to only 0.4 per cent (\$179 million) and only \$439 million was allocated towards gender-based violence.<sup>24</sup> The Compact on Women, Peace and Security and Humanitarian Action, launched in July 2021, is a clear expression of the need to realize women and peace and security commitments through increased financing. More than 150 Member States, regional organizations, United Nations entities, private sector actors, civil society organizations and stakeholders from academic institutions signed the Compact by investing in at least one of the proposed actions.

<sup>24</sup> Such aid is intended to support feminist, women-led and women's rights organizations, movements and institutions. The data have been collected and tracked as purpose code 15170 in the OECD Creditor Reporting System. The data analysed excluded aid channelled through government institutions. On gender-based violence, see OECD, Development finance towards the elimination of gender-based violence, Gender Equality Perspectives Series, December 2021, p. 7. Available at [https://www.oecd.org/development/gender-development/development-finance-elimination-gender-based-violence.pdf?utm\\_source=Adestra&utm\\_medium=email&utm\\_content=Read%20More&utm\\_campaign=OECD%20Development%20News%20-%20December%202021&utm\\_term=dev](https://www.oecd.org/development/gender-development/development-finance-elimination-gender-based-violence.pdf?utm_source=Adestra&utm_medium=email&utm_content=Read%20More&utm_campaign=OECD%20Development%20News%20-%20December%202021&utm_term=dev).

Figure II  
**Peacebuilding and other official development assistance in 51 countries**

(Billions of constant United States dollars)



Source: Department of Political and Peacebuilding Affairs/Peacebuilding Support Office, based on OECD data.

Note: The data represents gross disbursements of ODA and reflects actual spending rather than commitments to spend money, excluding debt repayments. Source: Department of Political and Peacebuilding Affairs -

Department of Peace Operations ODA Dashboard (see <https://app.powerbi.com/view?r=eyJrIjojNmE3Mzc4NTQ0YzE3ZS00YjIyLW10YjQtZTM5ODc5ZWlWY2NiIiwidCI6IjBmOWUzNWRiLTU0NGYtNGY2MCIiZG9jLTVIYTQxNmU2ZGM3MCIiImMiOjh9&pageName=ReportSection00b1b8b63af2e7d2ebfc>),

which is based on the OECD Stat Credit Reporting System Database (<https://stats.oecd.org/>). No data is available on the ODA Dashboard for Cyprus and Western Sahara.

37. Donor commitment and support to dedicated financing mechanisms such as the Women’s Peace and Humanitarian Fund have increased, channelling rapid and flexible funding to local women peacebuilders and first responders to prevent conflict and end sexual and gender-based violence, build back better from COVID-19 and forge lasting peace in their communities. Since the launch of this United Nations-civil society partnership in 2016, the Fund has mobilized \$90 million (by end 2021) and supported over 450 local organizations. In March 2021, the Fund launched a new campaign to raise \$112 million by the end of 2025, including from the private sector. The Fund demonstrates the value added when women civil society leaders participate in the allocation of financial resources, especially in crisis settings.

38. In 2021, the Peacebuilding Fund Gender and Youth Promotion Initiative prioritized proposals on promotion and protection of civic spaces, notably regarding land, indigenous peoples and environmental issues; and promotion and strengthening of the mental health and psychosocial well-being of women and youth, as part of local peacebuilding processes. Of 275 concept notes, a record of 38 Initiative projects totalling \$51.5 million in 23 countries were approved. Of these, 13 were submitted by civil society organizations (\$14.2 million), 4 are United Nations-civil society organization proposals (\$6 million) and 21 are United Nations projects (\$31.3 million). Two local civil society organizations will receive funding directly, and all proposals are required to allocate at least 40 per cent to national or local civil society partners. The Peacebuilding Fund strategy for 2020–2024 has committed to expand partnerships with civil society organizations and explore new avenues to make funding available for community-based organizations. The United Nations Alliance of Civilizations Youth Solidarity Fund also focuses on funding a variety of youth-led organizations directly. The Peacebuilding Commission complemented these efforts by inviting civil society representatives to share their experiences and seek support

from the Commission. The share of Commission meetings that include civil society briefers increased from 51 per cent in 2020 to 63 per cent in 2021.

39. Lack of systematic data collection makes it difficult to assess how much financing is supporting youth-focused or youth-led peacebuilding programming, but estimates indicate that only 11.6 per cent of ODA for peacebuilding between 2015 and 2020 focused on youth. Increasing the level and quality of funding for youth organizations and networks in peacebuilding should be a key priority. Very few actors can track these investments. Accessibility challenges, such as stringent eligibility criteria, put funding sources beyond reach for most youth-led organizations. To improve access to funding, actors need to place young people at the core of strategies for financing peacebuilding; increase flexible, long-term and sustainable financing for youth-focused and youth-led peacebuilding; make financing more accessible to youth-led organizations; increase collaboration with young people in decision-making over financing priorities; and develop data systems that can track investments in young people similar to those on gender equality and women's empowerment in peacebuilding.

40. Climate finance is an important funding stream, requiring greater attention in terms of their linkages with peace. A 2021 study by UNDP and the Climate Security Mechanism (a Department of Political and Peacebuilding Affairs, UNDP and United Nations Environment Programme (UNEP) initiative established in 2018) shows that access to climate finance by "extremely fragile and fragile States" is much smaller compared with other States and there is a need to better mainstream peace and security risks into climate finance.<sup>25</sup> Recognizing the gender-climate-security nexus offers an opportunity for funds dedicated to climate change mitigation and adaptation, such as through the Green Climate Fund and the Global Environment Facility, to also address root causes of conflict and have a greater transformative impact.

#### **IV. Options to increase financing for peacebuilding and strengthen capacities for conflict prevention and peacebuilding**

41. Several options to ensure sufficient peacebuilding funding have been presented as part of the 2018, 2019 and 2020 reports on peacebuilding and sustaining peace. Acknowledging that sustaining peace is a shared responsibility and peacebuilding a long-term process, more efforts are required to ensure adequate, sustainable and timely investments in prevention and peacebuilding.

##### *Voluntary contributions*

42. Some progress has been made on the options. First, the Secretary-General called for a "quantum leap" in contributions to the Peacebuilding Fund (\$500 million annually) through unearmarked and multi-year commitments. Voluntary contributions to the Peacebuilding Fund almost doubled to \$370 million and approvals more than doubled to \$564 million in the period 2017–2019. The Peacebuilding Fund remains, however, largely dependent on a few donors and demand for Peacebuilding Fund funding outpaces its ability to respond.

43. Second, it was proposed that Member States voluntarily commit the equivalent of 15 per cent of the final full-year budget of a closing peacekeeping mission to peacebuilding activities each year for a period of two years following the end of a

<sup>25</sup> UNDP, "Climate finance for sustaining peace: making climate finance work for conflict-affected and fragile contexts" (2021), p. 24 ([www.undp.org/publications/climate-finance-sustaining-peace-making-climate-finance-work-conflict-affected-and](http://www.undp.org/publications/climate-finance-sustaining-peace-making-climate-finance-work-conflict-affected-and)).

mission mandate, which is one way to address the financial cliff often seen after a mission has ended. In the case of UNAMID, using the 2019/20 budget as the “final full-year budget” (\$514.5 million), 15 per cent is equal to \$77.2 million per year for two years. No Member State has implemented this recommendation yet.

44. Third, the Secretary-General asked donors to commit to spending at least 20 per cent of ODA on peacebuilding priorities in conflict settings. Only 10 Development Assistance Committee members meet this target (one third of all members). Finally, limited progress has been made concerning the call for Member States to voluntarily commit unspent peacekeeping budget funds to the Peacebuilding Fund.

#### *Assessed contributions*

45. The Secretary-General proposed (a) ensuring that missions have sufficient programmatic funding to support mandated peacebuilding activities, with the Peacebuilding Fund and missions working closely on operationalizing programmes during mission transitions; and (b) assessed funding for the Peacebuilding Fund. Assessed contributions provide higher predictability and sustainability of funding and would send a powerful signal regarding the universal commitment of Member States to peacebuilding and sustaining peace, as part of the organization’s core mandate. Details of this proposal are contained in a separate report ([A/76/732](#)).

#### *Partnerships*

46. The complexity of today’s conflicts requires comprehensive approaches that should involve the entire United Nations system and strong partnerships with a range of actors, including regional organizations, international financial institutions, multilateral development banks, development finance institutions, civil society and the private sector. The humanitarian-development-peace nexus is based on the principle that comprehensive, complementary, coordinated and coherent approaches among partners working across the nexus are required to tackle the multi-risk, multi-dimensional challenges in conflict-affected settings. This yields better, more sustainable results by working together to reduce risks and vulnerabilities, being conflict-sensitive, reducing humanitarian needs by addressing root causes and contributing to sustainable peace and development. As highlighted in the 2020 Review of United Nations Integration, there is a need for the United Nations to offer a strong ecosystem to make the “triple cross pillar nexus” a reality, and promote the transformative, prevention-focused and conflict-sensitive responses required to accelerate action to achieve the 2030 Agenda.

47. This requires a rethinking of siloed funding streams to allow greater focus on prevention and peacebuilding across the board, including as part of development and humanitarian interventions. Working with partners across the nexus is also an opportunity to ensure better use of the aid budget, leveraging other partners and delivering sustainable results rather than short-term fixes focusing only on symptoms. The humanitarian-development-peace nexus approach allows for concrete action on the ground with peacebuilding initiatives integrated into the United Nations system through the use of the United Nations Sustainable Development Cooperation Frameworks and should be strengthened. In terms of integrated, cross-government approaches, there is a need to adopt and/or increase conflict-sensitive peacebuilding approaches in all development programmes, and sufficient resources should be set aside for this purpose. New funding sources should continue to be sought, including by broadening the donor base. Multi-year and unearmarked contributions to existing pooled funding mechanisms will foster greater synergies across funding instruments and among partners.

48. The Secretary-General has encouraged Member States to explore innovative means of financing peacebuilding activities, including through public-private partnerships, which could include contributions by individuals, foundations and faith-based organizations, social impact or peace bonds, micro-levies, tax-based revenue generation, corporate partnership and blended finance. Some of these innovative financing mechanisms are designed to benefit conflict-affected countries directly. Exploring these options offers additional opportunities but is not a substitute for voluntary or assessed contributions. Several Governments are supporting initiatives to explore innovative ways to apply blended finance approaches in peacebuilding contexts to generate impact, which requires deepening the understanding of the potential risks and opportunities; leveraging national development plans, domestic investors and domestic finance with public resources to support these initiatives; and bringing these options to scale. This has to be in line with conflict-sensitive principles in support of national ownership and involve local actors, including women and youth. The United Nations is a facilitator, bringing expertise, contextual knowledge, presence on the ground and financial structuring capabilities, leveraging greater alignment and acceleration.

49. The role of private sector actors in peacebuilding can include financing, partnerships, direct engagement in negotiation or peacebuilding, advocacy, respect for labour rights, protection of civilians, private donations towards peacebuilding from companies, foundations or individuals, corporate social responsibility initiatives and stronger risk mitigation. By investing in conflict-affected areas and contributing to economic growth, reconstruction and creating decent jobs, private sector actors can directly address the drivers of conflict through enhanced social cohesion. The private sector, through employers' and business members' organizations, with workers' organizations, promotes respect for labour rights and social dialogue in conflict-affected situations and contributes to participatory democratic reconstruction processes and good governance.<sup>26</sup> By conducting Enhanced Human Rights Due Diligence in accordance with the Guiding Principles on Business and Human Rights, companies can prevent their operations from fuelling conflict.

50. The Peacebuilding Fund funded a blended finance pilot project in Colombia, where seven investments each received around \$300,000 and mobilized an additional \$12.9 million from private sector actors, leveraging at a ratio of 1:6. Results included: over 2,000 farmers and producers strengthened production; around 5,500 loans issued to farmers and micro-entrepreneurs in the agricultural sector; and over 1,700 women received direct benefits, including access to loans.

51. Peacebuilding requires integrated, cross-government approaches that are risk tolerant, sustainable and predictable. The Good Peacebuilding Financing initiative emphasizes the need to improve communication and develop coalitions, making the case to those outside of the peacebuilding financing sphere that investment in peacebuilding or conflict-sensitive approaches can deliver results for them too. This initiative provides an opportunity for all donors, including non-traditional, non-Development Assistance Committee members, to increase time horizons, risk tolerance, flexible funding for local peacebuilding efforts of women and youth, coherence within Governments and across Humanitarian-Development-Peacebuilding and Partnership financing mechanisms and integration of conflict-sensitivity and peacebuilding approaches across all activities.

52. The United Nations and the World Bank have deepened their partnership in crisis-affected situations in recent years, collaborating in nearly 50 settings, including

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<sup>26</sup> ILO and Department of Political and Peacebuilding Affairs/Peacebuilding Support Office, *Sustaining peace through decent work and employment* (Geneva, 2021), p. 13. Available at [https://www.ilo.org/wcmsp5/groups/public/---ed\\_emp/documents/publication/wcms\\_771498.pdf](https://www.ilo.org/wcmsp5/groups/public/---ed_emp/documents/publication/wcms_771498.pdf).

to operationalize the United Nations-World Bank Pathways for Peace report.<sup>27</sup> The World Bank Group 2020–2025 Strategy for Fragility, Conflict and Violence underpins a significant scaling up of its engagement in fragile and conflict-affected countries, paired with more targeted efforts to address root causes and drivers of fragility, conflict and violence with a focus on prevention and a people-centred approach. In the nineteenth replenishment of the International Development Association, the World Bank helped countries prevent conflict escalation, strengthen resilience and address fragility over the long term and established new financing tools, including the Prevention and Resilience Allocation and the Turn Around Allocation. The \$93 billion early replenishment of the International Development Association was approved in December 2021 and the continuation of these new financing tools are welcome. They provide opportunities for the World Bank, the United Nations and other actors to better align respective support behind national strategies.

53. To advance United Nations-World Bank collaboration, the Department of Political and Peacebuilding Affairs/Peacebuilding Support Office established the Humanitarian-Development-Peacebuilding and Partnership Facility, which provides small grants in support of data, analysis and assessments or surge or specialized capacity, including in relevant contexts with the International Monetary Fund (IMF). The Facility shows the potential of the strategic use of a limited amount of funding to support a more coherent United Nations dialogue with international financial institutions and regional development banks based on shared priorities. Since 2020, the Humanitarian-Development-Peacebuilding Facility provided 29 grants in crisis-affected settings for a total of \$3.8 million. The Facility has, for example, provided support for United Nations engagement in joint assessments such as the Central Asia and Afghanistan border areas regional risk and resilience assessment and the recovery and peacebuilding assessment in Mozambique, both completed in 2021. In the Democratic Republic of the Congo, the United Nations and the World Bank are collaborating to ensure that the United Nations transition process is closely aligned with the Bank's support to the Government's national conflict prevention strategy and access to the Prevention and Resilience Allocation. In Burkina Faso, the Department of Political and Peacebuilding Affairs and Department of Peace Operations have been working closely with the United Nations country team and the World Bank to engage in dialogue with national authorities. The United Nations has contributed to injecting a conflict prevention lens in the national development plan in the form of a dedicated prevention/social cohesion pillar and the World Bank has integrated critical fragility and conflict-sensitive benchmarks in its Prevention and Resilience Allocation Action Plan, some of which are directly supported by complementary Peacebuilding Fund investments, such as providing technical accompaniment to the national reconciliation process.

54. IMF is also an increasingly valuable strategic partner in efforts to better address fragility and conflict risks. The development by IMF of a fragile and conflict-affected States strategy promises to provide a strong basis to improve our collective support for inclusion and resilience in the face of compounded risks, which adversely affect many countries and their peacebuilding gains.

55. Beyond financing, there is a need to mobilize broader capacities for prevention and peacebuilding within the United Nations system and among partners. Financial resources need to be accompanied by strengthened human resources at the local, regional, national and international levels to work on prevention and peacebuilding. They should be easily deployable and include a spectrum of expertise to provide technical accompaniment to national and local actors managing conflict. Investments need to be made in capacity-building and human resource development, such as the

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<sup>27</sup> See 2020 United Nations-World Bank partnership monitoring report, forthcoming.

recently established academy on prevention, nexus and stabilization initiated by UNDP. There is also a need to allocate more resources for analysis, data gathering and impact measurement to ensure that action is impactful and timely.

56. Domestic resources are critical for building national capacities for prevention and peacebuilding. Development actors along with international financial institutions and development finance institutions have a supporting role to play in this area. With sufficient human resources and capacity, development actors could work more with partners and government agencies, for example by supporting the mainstreaming of conflict sensitivity and peacebuilding in government or other partners' programmes, impacting on peacebuilding priorities beyond their own programmes.

## V. Conclusion

57. The General Assembly high-level meeting on financing for peacebuilding will focus on a broad set of peacebuilding activities, including those undertaken by UN missions and United Nations country teams, and funded by a range of mechanisms. A parallel report will be submitted to the Fifth Committee on the proposal for assessed contributions to the Peacebuilding Fund. Prevention and peacebuilding are central to the work of the United Nations as derived from its Charter. However, the Organization's efforts have suffered from a lack of adequate, predictable and sustained funding, despite the significant results achieved at regional, cross-border, national and local levels. An urgent shift towards prevention and peacebuilding is required, not only in words but in action and funding, grounded in multidimensional conflict analysis. The high-level meeting provides a unique and long overdue opportunity to take concrete actions and make significant commitments to ensure peacebuilding saves more lives and resources. All Member States are encouraged to agree collectively on a way forward and make specific announcements on commitments at the high-level meeting, either as individual Member States or as groups of Member States, to ensure adequate, predictable and sustained financing for peacebuilding.

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