



PeaceNexus Foundation

For

United Nations Peacebuilding Fund

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Catalytic Programming and the Peacebuilding Fund

A Concept

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1. INTRODUCTION

2. THE MANDATE OF THE PEACEBUILDING FUND

Following a request from the General Assembly (Resolution A/60/180) and the Security Council (Resolution S/RES/1645 2005), the UN Secretary General established the PBF in October 2006. The scope of the PBF was to "support interventions of direct and immediate relevance to the peacebuilding process and contribute towards addressing critical gaps in that process, in particular areas for which no other funding mechanism is available. Use of fund resources is meant to have a catalytic effect in helping to bring about other, more sustained support mechanisms, such as longer term engagements by development agencies and bilateral donors." (A/60/984, p 4)

Though the establishment of the Fund marked the culmination of significant efforts during the previous year, interviews suggest that it was a late addition in the process of creating the Peacebuilding Commission (PBC). It was reported that the original thinking behind the PBC had not included a funding component, but that was revised upon the receipt of an offer of resources.²

In 2008, after two years of PBF operations, a General Assembly mandated review led to a revision of the PBF's Terms of Reference. The revision was guided by the desire to "enhance the Fund's capacity to serve as a flexible, responsive and focused resource for peacebuilding support" and to "maximize the synergy between the Peacebuilding Commission and Fund." (A/63/818, p2) The revised Terms of Reference, finalized in October 2009, states the "mandate [is] to provide immediate and direct support to post conflict countries...guided by the following principles: transparency, flexibility, operational speed, accountability, catalytic effect, effectiveness, needs based allocations and national ownership." (A/63/818, p4)

2.1 CATALYTIC AND THE PBF

The notion that the PBF should be catalytic can be traced to the original reference in the "In Larger Freedom" Annex, where it states, "where gaps commonly occur, in the financing of early development activities and the recurrent costs of public administration, a Standing Fund for Peacebuilding could play a targeted and catalytic role." (2005, pg 3) References to a catalytic role,

parts—which allows

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3.2 CHALLENGES TO DEFINING CATALYTIC FOR THE PBF

Though there is some received wisdom around the meaning of catalytic in

4.1 WHAT IS CATALYTIC PROGRAMMING FOR THE PEACEBUILDING FUND?

The review builds from the concepts identified in the generic review of catalytic and imposes the filter of peacebuilding to develop a definition specific to PBF. The Peacebuilding Fund considers a program to be catalytic if it enables a peace process to become unblocked or creates a larger or longer term peacebuilding change to occur.

“[Catalytic is] work that forms a platform upon which something else which is necessary can happen. It is the yeast—[it] will it go into the dough and make it do certain things. Does the work end there or does it create a means against which other things can happen?”

Interviewee in Liberia

“If I think of catalytic then I think of salt. Salt stimulates interactions and reactions. On things things.”

deeper levels of change.⁵...

Example: "A PBF funded program in CAR had the explicit goal of providing basic agricultural means of production (tools and seeds) to returnee populations (refugees and IDPs). If essential economic life could be restarted, this could allow a whole series of additional effects to take place, including a draw for other populations to return home, revival of local markets and cross border trade, and a return to a sense of security and normalcy in communities."

Example: "In CAR, UN and NGO PBF recipient organizations started the DDR process with a smaller effort focused on child soldiers. The implementing agencies asserted that the successful completion of this effort would draw in other actors in support" means

actors and/or resources are engaged at a new level, not simply in continuation or extension of the same work.

Example: In Burundi, the PBF supported a project that rehabilitated military barracks, which enabled the newly integrated and larger

Consider two examples: a PBF supported project might kick start a new process in response to an issue that was deemed high risk and thus not previously supported, yet vital to peace consolidation. For example, an urgent dialogue regarding the role of the army in relation to the general population (in the face of long term and frequent abuses) would constitute such a high risk effort. If this work was designed to rapidly deliver results, it could demonstrate the effectiveness of this approach and the potential for engaging constructively in high risk activities. This demonstration effect could be used to attract

gap is a criteria for being catalytic, the Priority Plan needs to also reflect the identified peacebuilding funding gaps, responding to the question: Who is funding what activities related to peacebuilding and what important -3.2e.niiat-106-3.2e.nv-3.79es

Also, importantly because this level of change depends on numerous other contextual factors, the catalytic

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relevant to the peace process and thus not catalytic peacebuilding.

6. CHALLENGES AND CONSTRAINTS THAT LIMIT THE PBF'S ABILITY TO BE CATALYTIC

Given this definition of catalytic and the associated four criteria, the review identified a number of issues that constitute constraints on the ability of the PBF to undertake catalytic programming.

Weak Peacebuilding Capacity in the Receiving UN Organizations

As was widely heard from staff involved in PBF projects throughout this review, their capacity to design, implement and monitor a peacebuilding project is still being developed.¹¹ Nevertheless, these agencies are the only official channel for PBF funds in eligible countries. To date, the PBF has had limited capacity to provide the necessary training and technical support to field offices.

There are a number of operational ways where this peacebuilding capacity gap appears throughout the UN system. For instance, in most cases, conflict analysis is incomplete or not shared.¹² Without a good analysis of the root causes, triggers and dynamics of the

Where information does exist, it often fails to provide the level of analysis necessary to determine gaps and overlaps. For instance, in Liberia numerous donors currently provide financial support to the police. However the police have a wide variety of needs, within which there might be politically sensitive areas not funded, but data is not available at the degree of specificity to identify a data

- x Provide the option of an extended timeframe for implementation for catalytic programming, based on a clear catalytic rationale that includes a sense of the time needed to accelerate

political dialogue mechanism that has never been implemented. Coordinate with the PBC special configuration in this effort.

- x Examine the Integrated Strategic Framework (currently in draft), to see how PBF funded projects align with the conflict analysis and issues identified. Work with BINUCA and the PBC special configuration to focus efforts on those issues, as possible.
- x CAR suffers from a range of spillover effects—from conflicts in Sudan, Chad, DRC and Uganda, among others. Explore how the PBF and PBC might together promote more effective regional

ANNEX A: EXAMPLES OF CATALYTIC PROGRAMMING AND THEIR CATALYTIC RATIONALE

For further illustration of the notion of catalytic programming, the table that follows provides examples of catalytic programming identified in the course of this study. As Burundi, CAR and Liberia received the primary attention through field studies and a portfolio level evaluation, they dominate the table. Clearly more examples exist in other PBF supported locations as well.

The examples have been arranged according

ANNEX B: ON CAPACITY BUILDING

The focus on capacity building in catalytic programming is based on the assumption that any given system may be dysfunctional or ineffective if there are weak or missing capacities. In a national peace process, one of the goals of catalytic programming would be to ensure that the necessary capacities are strengthened and installed so that national actors are able to own and effectively address their own challenges. Capacity building is not limited to training individuals but can be vi is

Quadrant 3: In a given context, it may be that individuals have the necessary knowledge, attitudes, motivation and competencies indicated in the upper quadrants, but the necessary structures or mechanisms are missing or inadequate, in which case capacity building would focus on strengthening institutional capacities (policies, laws, procedures, decision making systems, resource allocation systems, IT systems, etc.)

Quadrant 4: In a given context, it may be that the barrier to a process moving forward is not located in specific individuals (upper quadrants) nor in existing structures (quadrant 3), but is situated in quadrant 4 where relationships between sectors and stakeholders are so polarized and dysfunctional; power imbalances and patterns of exclusion and marginalization prevent important stakeholders from working together. In this case, catalytic programming will focus on building the right kind of relationships and interactions between actors and sectors through political dialogue, reconciliation processes, etc.

ANNEX C: INTERVIEWEE LIST: GLOBAL REVIEW

		Name	Title	Organization	Country
1.	Adam	Segolene	Post Conflict Transition	Swiss Foreign Ministry	Switzerland
2.	Akililu	Bisrat	Head of Office	MDTF Office	UN staff
3.	Andrews	Jonathon	Chief of Staff	BCPR, UNDP	USA
4.	Bahncke	Anja	Policy Specialist	DOCO	USA
5.	Ball	Nicole	Senior Fellow	Center for International Policy	USA
6.	Candela	Isabel	Senior Recovery Adviser	UNICEF	USA
7.	Fitzgerald	Réachbha	Advisor	Irish Mission to the UN	Ireland
8.	Gilmore	Scott	Executive Director	Peace Dividend Trust	Canada
9.	Jones	Bruce	Director	Center for International Cooperation, NYU	USA
10.	Levine	Neil	CMM Head	USAID	USA
11.	Lotz	Christian	Peacebuilding Specialist	BCPR, UNDP	USA
12.	McAskie	Carolyn	Former ASG of PBSO	UN PBSO	Canada
13.	Meurs	Doug	Delegate	US Mission to the UN/Dept of State	USA
14.	Morrice	Adrian	Political Affairs Office PB Focal Point	Policy Planning Unit, UN DPA	USA
15.	Odonell	Madalene	Policy, Evaluation & Training Division	DPKO	USA
16.	Onestini	Cesare	First Counselor, EU Delegation to the UN	EU	USA
17.	Patel	Ana	Executive Director	Outward Facing Policy Division	USA

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ANNEX D: INTERVIEWEE LISTS FIELD MISSIONS: CAR AND LIBERIA

PEOPLE INTERVIEWED IN CENTRAL AFRICAN REPUBLIC

Members of Steering Committee
Sahle Work Zewde
with staff member

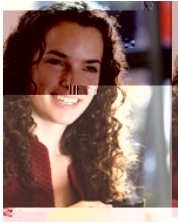
Peter N.Z. Kamei
Wilfred Gray Johnson
Moustapha Soumare
Viama J. Blama
Dionysius Sebwe
Donors
Orla Sheehy
Carolyne (Teddy)

Deputy Minister
Head of Office
DSRSG & Co Chair JSC
Trial Lawyer
Minister
Irish Representative

Ministry of International Affairs
PBO/PBF Secretariat
UNMIL
Ministry of Education
Ministry of Defense
Irish Aid

Annex E: Team Biographies

Cheyenne Scharbatke Church (Team Lead) is a practitioner scholar who has worked on issues of accountability and power for the past decade. As a Principal at Besa Consulting she has conducted evaluations predominately "in" and "on" conflict issues as well as advising agencies on how to establish appropriate policies and systems to support quality design, monitoring and evaluation that strengthens programming. She has worked for a wide range of organizations such as the ICRC, CARE International, the Peacebuilding Fund in Liberia and ICTJ. Cheyanne teaches classes on evaluation of peacebuilding and corruption at the Fletcher School, Tufts and has specific geographic



Philip Thomas has over twenty years of accumulated experience working in the fields of conflict prevention,



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