



Joint Recovery and Peacebuilding Assessments (RPBAs)

A Practical Note to Assessment and Planning



| 2017



Preface

A JOINT PLATFORM FOR RECOVERY AND PEACEBUILDING ASSESSMENT AND PLANNING

Based on the 2008 Joint Declaration on Post-Crisis Assessment and Recovery Planning, the United Nations (UN), the World Bank (WB), and the European Union (EU) have worked together over the course of several years to jointly coordinate assessments in countries and regions emerging from crisis. More than ever before, the experience in conflict-affected countries has convinced us of the need for a concerted international response, and a truly shared partnership for recovery and peacebuilding efforts. It has also taught us some important lessons: the need to more closely coordinate political, security, humanitarian and development assistance; the need to be inclusive of all stakeholders, especially women, young people and non-state actors; the importance of engaging early enough to have an impact; and, the centrality of national institutional development – and ownership - for a sustainable exit from crisis.

Developed in consultation with multiple partners and following a strategic review of past experiences, this Note takes account of the lessons learned so far as well as of the changing context within which such efforts take place. It lays out a revised platform for joint recovery and peacebuilding assessments and planning.

This Note can serve as a reference for all staff within the three partner organizations that have led the elaboration of this project, and can also help guide other international partners, and national stakeholders. A key objective of this endeavour is to outline an approach and provide a tool that is flexible and adaptable so as to enable responses that are appropriate to the context, and to the needs and expectations of national stakeholders.

United Nations

World Bank

European Union

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Acronyms

CCA	Common Country Assessment
ECOWAS	Economic Community of West African States
EU	European Union
HLAG	High-Level Advisory Group
HQ	Headquarters
IMF	International Monetary Fund
ICSP	Instrument Contributing to Stability and Peace
IDP	Internally Displaced Person
IOM	International Organization for Migration
JIPS	Joint IDP Profiling Service
MPTF	Multi-Partner Trust Funds
OCHA	UN Office for the Coordination Humanitarian Affairs
NGO	Non-Governmental Organization
PBF	Peacebuilding Fund
PCNA	Post-Conflict Needs Assessment
PDNA	Post-Disaster Needs Assessments
RC/HC	Resident/Humanitarian Coordinator
RPBA	Recovery and Peacebuilding Assessment
SPF	State and Peacebuilding Fund
SMSG	Special Representative of the Secretary-General
TOR	Terms of Reference
UN	United Nations
UNICEF	United Nations Children's Fund
UNDAF	United Nations Development Assistance Framework
UNDP	United Nations Development Programme
UNDSS	United Nations Department of Safety and Security
UNHCR	United Nations High Commissioner for Refugees
WB	World Bank
WBG	World Bank Group

JOINT RECOVERY AND PEACEBUILDING ASSESSMENTS (RPBAs)

A Practical Note to Assessment and Planning



RECOVERY &
PEACEBUILDING
ASSESSMENT



An RPBA is undertaken when a joint approach to assessing and addressing recovery and peacebuilding requirements respond to a specific demand, e.g. when there is a clear national demand or international case for it.

WHAT IS AN RPBA

The Recovery and Peacebuilding Assessment (RPBA) is a joint approach of the United Nations, the World Bank and the European Union to identify and address immediate and medium-term recovery and peacebuilding requirements while laying the foundations for the elaboration of a longer-term recovery and peacebuilding strategy in a country facing conflict or transitioning out of a conflict-related crisis. It serves as a methodology and/or platform for joint analysis and planning, designed to maximize the effectiveness of national and international recovery and peacebuilding efforts. It was formerly known as Post-Conflict Needs Assessment (PCNA).

WHY DO AN RPBA

Understanding the context of conflict, crisis and instability, and assessing the immediate and medium-term recovery and peacebuilding requirements - while laying the foundation for longer-term peacebuilding endeavours - is an essential part of supporting countries to build sustainable peace. RPBAs provide a strategic framework and elaborate a methodology necessary to achieve this.

WHEN TO DO AN RPBA

An RPBA is undertaken when a joint approach to assessing and addressing recovery and peacebuilding requirements respond to a specific demand, e.g. when there is a clear national demand or international case for it. Furthermore, an RPBA is undertaken when it is evident that it will add value to the recovery and peacebuilding process by providing a unified framework, and clearly identified priorities.

SCOPE AND PHASES OF AN RPBA

Whilst the scope of an RPBA will vary depending on the context, an RPBA will, at a minimum, focus on: the conflict and security situation; host government position and capacities; institutional interests; and available resources. The RPBA approach selected for each country will be informed by a thorough understanding of the causes and dynamics of the conflict, including its impact on different sectors (including political, economic and social) and population groups (e.g. women, youth, elderly and disabled). It will also provide a clear picture of key recovery and peacebuilding needs and priorities across different sectors, as well as the strategies and resources required to address them. Generally, the RPBA process will comprise of three phases:

Pre-assessment phase:

This phase of the RPBA process seeks to understand the rationale for an RPBA, to confirm/establish national ownership and leadership for the endeavour, and to lay the groundwork for broad and inclusive ‘buy-in’ for its outcome. This phase begins with a pre-assessment mapping and scoping mission, structured by a terms of reference (TOR) that outlines the scope of the RPBA, including its timeframe for completion, and the resources required to conclude it. The scoping mission is undertaken by a joint European Union (EU), United Nations (UN) and World Bank (WB) team in collaboration with national counterparts. During this phase a conflict analysis (that assesses the causes/drivers, stakeholders, dynamics of conflict as well as local peace capacities) should be conducted or initiated to inform the wider RPBA.

Assessment, prioritization, and planning phase:

Based on the outcome of the pre-assessment, and if so decided, assessment teams will then undertake the full assessment to identify, prioritize and sequence different recovery and peacebuilding requirements. The outcome for this phase consists of a recovery and peacebuilding plan, a transitional results matrix, and an outline of implementation and financing options.

Validation and finalization phase:

This phase focuses on reaching a formal agreement between the government and partners, both internal and external, on the recovery and peacebuilding plan and results matrix, implementation modalities (including coordination and monitoring), and financing arrangements.

Introduction to the Note



RPBA is undertaken when it is evident that it will add value to the recovery and peacebuilding process by providing a unified framework, and clearly identified priorities.

BACKGROUND

1. As a country or a region emerges from violent conflict or tries to navigate through an active conflict situation, a common platform between the government and national and international actors can help identify and focus domestic and international efforts on key recovery and peacebuilding requirements, while simultaneously fostering coherence between a multitude of stakeholders¹, and mobilizing human and financial resources for both urgent and longer-term priorities.
2. As part of the 2008 Joint Declaration on Post-Crisis Assessments and Recovery Planning,² the EU, UN, and WBG committed to providing joint support to assessing, planning, and mobilizing support for recovery, peacebuilding, reconstruction and development in countries affected by crises. In conflict-affected contexts, this tripartite agreement is executed via the mechanism of joint Recovery and Peacebuilding Assessments (RPBA).³ The agreement represents a commitment on the part of the three organizations to work together in support of national ownership of the recovery and peacebuilding process, and to coordinate the broader international response to crises. Between 2003 and 2016 approximately 17 joint assessments of this nature have been conducted.⁴
3. A review of conflict-related joint assessments was conducted in 2015 to gain insights on ways to improve the relevance and flexibility of these efforts, to take stock of the changes in context, operational and institutional environments, and to gather lessons learned. The review highlighted the need to:
 - Clarify the **strategic role** of joint assessments and strengthen partnership framework and institutional arrangements underpinning the process.
 - Ensure **effective and flexible design and management mechanisms**, including through different typologies, the clarification of management arrangements, enhanced synergies with other in-country processes, and a simplified methodology and framework for conducting such exercises.
 - Ensure focus on **implementation and financing modalities** throughout the process.
 - Promote inclusive **national ownership and leadership**.

¹Multiple stakeholders include: relevant government representatives at the national and local levels; international partners and regional organizations, such as the European Union, United Nations, World Bank, International Monetary Fund, the Asian Development Bank, the Islamic Bank, etc.; civil society organizations; the private sector; and academia.

²Joint Declaration on Post-Crisis Assessments and Recovery Planning, 2008. Available here: http://siteresources.worldbank.org/EXTLICUS/Resources/Trilateral_JD_on_post_crisis_assessments_final_draft_15_September_08_Logos.pdf

³Previously known as Post-Conflict Needs Assessments (PCNA).

⁴Iraq (2003); Liberia (end 2003-early 2004); Haiti (2004); Sudan (2004-2005); Somalia (2005-2006); Darfur (2006); Georgia (2008); Lebanon (2013); Libya (2011); Myanmar (2013); Pakistan (2010); Ukraine (2014/15); Yemen (2012); Gaza (2009); Northern Mali (2015); North-East Nigeria (2016); and, the Central African Republic (2016). The Ebola Recovery Assessment uses a hybrid methodology (2015).

4. This Note presents a revised methodology to conduct RPBA's based on lessons learned from the 2015 review and subsequent discussions with key partners and practitioners. The revisions to the methodology are designed to allow assessments to remain light and flexible, and to move from quantifying needs to accounting for specific recovery and peacebuilding contexts and priorities.

PURPOSE AND SCOPE OF THIS NOTE

5. This Note aims to provide guidance to: **senior national and international leadership** to assist with decisions on when and why an RPBA is required and what type of process is best suited to a given context; **assessment teams** conducting RPBA's; and, all concerned **national and international partners** mandated to respond to the recovery and peacebuilding requirements identified in an inclusive, coherent and effective manner.
6. It provides a common understanding of RPBA's and guidance on how to conduct them. However, this Note is not designed to be a prescriptive or comprehensive handbook on specific technical sectors and aspects of the exercise. Each RPBA will be different in line with the context, and the agreed scope and objectives of the exercise. Furthermore, this Note is based on the assumption that teams deployed to conduct RPBA's will comprise the required set of technical and sectoral expertise and skills to conduct the assessment, or will have been trained on specific technical aspects relevant to the context where the RPBA is being carried out. To facilitate this, the Note points to key resources and tools that are available to help conduct an RPBA.
7. This Note is presented in three parts. Following the introduction, the second part presents an overview of the 'basics' of an RPBA, including what an RPBA is, what it looks like, the main elements of a recommended RPBA process, and practical guidance on how to conduct an RPBA. The third section presents specific guidance on promoting national ownership and leadership, and ensuring complementarity with other relevant assessment processes.
8. The Note will be complemented by on-line resources (under development), including past joint assessments, lessons learned, tools specific to various phases of the assessment process, and communication material. Training will be developed for government counterparts and national stakeholders as well as country leadership/staff from tripartite partners engaging with RPBA's at headquarters and in-country.



What is an RPBA and How to Do It



An RPBA fits within a broader and long-term process to support countries in conflict or emerging from a conflict-related crisis, and should therefore be grounded in a shared understanding of the impact and underlying causes of the conflict.

THE BASICS OF AN RPBA

This section of the Note defines the RPBA, its content and scope, the core principles underpinning it, details on when it should be conducted, and an overview of the expected outcome.

What is an RPBA?

9. An RPBA is a joint, structured approach to assess and address recovery and peacebuilding requirements in a country experiencing conflict or in transition from a conflict-related crisis; it therefore helps gain a deep understanding of both *needs* and *priorities*. It has three primary purposes:
 - To help governments and their international partners to identify, prioritize and sequence recovery and peacebuilding needs, priorities and related activities;
 - To provide an inclusive process to support dialogue and participation of stakeholders in the identification of recovery and peacebuilding priorities, and resource mobilization; and,
 - To coordinate international support through joint assessment and implementation planning exercises.
10. An RPBA fits within a broader and long-term process to support countries in conflict or emerging from a conflict-related crisis, and should therefore be grounded in a shared understanding of the impact and underlying causes of the conflict. The strategic value of the RPBA process is threefold; it provides: an evidence-based assessment of recovery and peacebuilding requirements; a platform for consensus-building and prioritization; and, a mechanism for identifying the implementation and financing arrangements required to deliver on these priorities. An RPBA should not be seen as a one-off data collection exercise or a sectoral needs assessment, but an on-going process of gathering and analysing information that can inform the response. Consultation, consensus, and partnership building are just as valuable in the RPBA process as the assessment itself.

What do RPBAs address?

11. Conflict-affected situations present several immediate, medium- and long-term needs across the humanitarian, security, political, peacebuilding and socio-economic development spectrum. Short-, medium- and long-term requirements for recovery and peacebuilding could, therefore, include a range of areas, such as:
 - The **political process**: what is needed to foster and sustain a political settlement/dialogue and prevent a relapse into violent conflict?

⁵These are based on the peace and statebuilding goals of the New Deal for Engagement in Fragile States. See: http://www.pbsdialogue.org/media/filer_public/07/69/07692de0-3557-494e-918e-18df00e9ef73/the_new_deal.pdf

- **Security:** what is needed to establish effective and accountable security sector institutions and reform processes, and to strengthen people's security?
 - **Justice:** what is needed to address injustices and increase people's access to justice?
 - **Economic foundations:** what is needed to revitalize the economy and generate employment and livelihood opportunities?
 - **Services:** what is needed to build the capacities for accountable and equitable service delivery, and enhanced access to basic services?
 - **Trust and social cohesion:** what is needed to (re)-build trust in institutions and cohesion across communities?
 - **Displacement:** what is needed to address the needs of displaced populations and facilitate their dignified return and reintegration?
 - **Physical reconstruction:** what are the main reconstruction and construction needs?
 - **Gender equality and women's empowerment:** what is needed to address structural gender inequalities and to empower women to engage fully and equally in the recovery and peacebuilding processes?
 - **Youth empowerment and participation:** What opportunities and resources exist for fostering youth employment, participation in peacebuilding processes and civic education?
 - **Technical and other capacities of institutions** responsible for the implementation, financing and oversight of recovery and peacebuilding efforts.
12. Other potential areas could include: violent extremism; illicit financial flows; and, the linkages between conflict and environmental/natural resources-related stressors. Cross-cutting issues that warrant attention are gender, youth, human rights, the environment, and addressing the underlying causes of humanitarian needs. While the RPBA does not assess and prioritise humanitarian needs, RPBA contributes to the underlying causes of humanitarian needs and supports recovery efforts.
 13. National stakeholders and the RPBA team will determine the assessment and prioritization of those needs that are identified as being the most urgent, relevant, and necessary for a country's recovery and peacebuilding effort.

When is an RPBA needed?

14. An RPBA should be carried out during or after a national or sub-national crisis, when a joint approach to assessing and addressing recovery and peacebuilding requirements adds value, where there is a clear demand, and where no other process does what an RPBA can do in terms of providing a unified framework for the prioritization of recovery assessment and planning processes. Experience shows that RPBAs are increasingly being commissioned early on in a recovery and peacebuilding process. Decisions on whether to undertake an RPBA should be taken at the country level, and be based on an assessment of the specific context, rather than on fixed criteria.
15. However, not all conflicts require an RPBA-type approach. Localized and small-scale crises, or situations where national or other relevant assessment and planning processes exist, may not need an RPBA process, and might be better served by other types of engagements. In contrast, complex crises that are largely unaddressed, would naturally benefit from the harmonized and coordinated approach of an RPBA.

16. Pertinent considerations for conducting an RPBA include: the scope of the conflict; the projected trajectory of violence; the commitment of key parties to the conflict to find a lasting solution to end the crisis; and, the support that might be required from international partners.
17. Experience indicates that the following situations are most likely to require an RPBA:
 - Following a peace agreement (e.g. Mali, 2015);
 - In a post-conflict transition period (e.g. Central African Republic, 2016);
 - In parallel to, and as part of, a peace process (e.g. Sudan 2005);
 - When a sudden breakthrough in a peace or political transition requires a clear plan and budget to support the process (e.g. Ukraine, 2014);
 - When urgent recovery needs of the population must be addressed (e.g. Central African Republic, 2016);
 - When a political, security, economic and social crisis requires a re-evaluation of priorities and recovery plans (e.g. Nigeria, 2015); and,
 - In situations that require changes to policy frameworks to address sub-national conflicts (Ukraine, 2014).

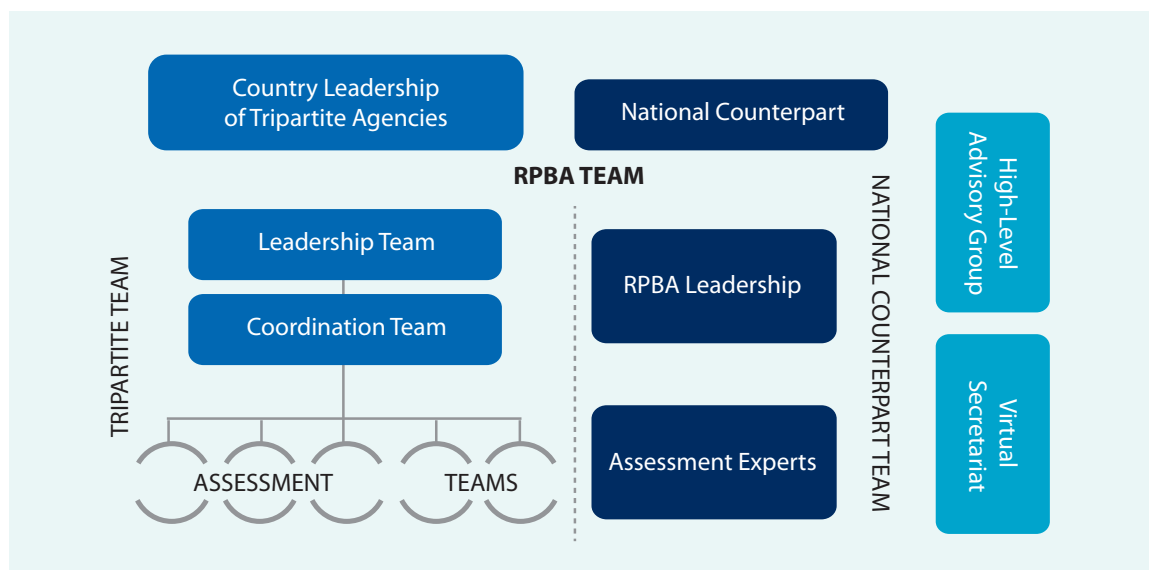
What does an RPBA produce?

18. An RPBA produces an agreed upon strategic, prioritized and sequenced recovery and peacebuilding plan and results matrix as well as proposals for implementation and financing arrangements. The plan normally covers political, security, social and economic sectors presenting a comprehensive set of priorities in the short, medium and long term.

What are the governance, management, and coordination arrangements?

19. The governance, management and coordination mechanisms designed to support RPBA have been strengthened since the 2015 review. They aim to foster national ownership and to provide effective support to, and coordination with, the host government and other key national stakeholders. The three partner institutions jointly hold the responsibility for the overall engagement with the RPBA process, including advising on key decisions on whether to undertake such an exercise, and the manner in which it is conducted. They also guide headquarters-level collaboration and coordination among and within the tripartite partners.
20. At the HQ level, the High-Level Advisory Group (HLAG), supported by a Virtual Secretariat has been established in mid-2016. The HLAG plays a senior-level institutional policy and advisory role, while the Virtual Secretariat facilitates coordination amongst the three institutions at headquarters, country-level senior leadership, and RPBA teams.
21. At the country level, different governance, management and coordination arrangements will be agreed upon depending on the context, taking into account the existing capacities of national institutions, and the scope of the exercise. See Figure One for an overview of the new arrangements.

Figure One Overview of the governance, management and coordination arrangements for RPBA.



What are the key principles of an RPBA?

22. **Strategic, adaptable, and realistic:** RPBA's may be conducted in different conflict contexts and have a variety of purposes and objectives; they may, for example, serve as a response to the urgent recovery and peacebuilding needs of affected communities⁶, whilst also identify longer-term recovery and peacebuilding priorities. RPBA's may also be tasked with: influencing existing programs; producing a new transition strategy; informing a peace process; and/or helping to push through political reforms, as a precondition for further recovery or peacebuilding efforts. RPBA's must also be designed and conducted with a clear sense of realism of what is possible in a given context.
23. **Flexibility in and openness to use of different approaches, methodologies and tools:** In some instances, an RPBA will complement other assessment and planning processes, such as an existing peace process or previous assessments. In these instances, the RPBA serves as a vehicle to package existing information and analysis into, and build consensus around, a prioritized strategic framework.⁷ In other instances, the RPBA is the main process that generates data and analysis, and that builds consensus around priorities and how to address them. This means that different approaches, methodologies, and tools to conduct RPBA's may be considered.
24. **Joint support based on the comparative advantage of each institution:** The EU, UN and WBG commit to work together with government and national stakeholders, to provide support to national processes, and to collaborate with all other relevant partners in country, including civil society, regional organizations and other multilateral and bilateral actors. They also commit to provide the necessary leadership for the process, and to choose the right people to ensure the engagement is appropriate to the context, is effective, and delivers the expected results. The joint nature of the process and senior-level engagements do not stop at the initial decision

⁶Humanitarian needs will be included in Humanitarian Response Plan developed under the leadership of the Humanitarian Coordinator.

⁷Recovery and Peacebuilding Assessment, Central African Republic (2016).

on whether to conduct an RPBA; they underpin the entire process to deliver a joint product.

25. **National ownership and inclusion:** An RPBA should ideally be conducted at the request of, and in support of, national authorities, through a process that is inclusive of all relevant national stakeholders. The process must be designed to ensure inclusiveness and national ownership of the process, of the final product and for the implementing the agreed upon priorities that will subsequently ensue.
26. Exceptionally, a decision to embark on a RPBA may be triggered by a different set of circumstances where there is no internationally recognized national authority to take the lead, or where such legitimacy is contested. Examples of such circumstances could include the provisions of a peace accord, the possibility to work with local authorities, or where there is added-value in laying the ground for conducting a RPBA, e.g. in the context of a credible peace process moving favourably or accompanying a constructive political road map. In such cases appropriate measures must be taken to ensure inclusion of national stakeholders, including civil society involvement, the development of exit strategies and institution-strengthening over time to ensure sustainability. (See section IV of this Note)
27. **Prioritizing and sequencing the response:** A key added-value of an RPBA is the consensus-based process of prioritizing and presenting the critical priorities in a sequenced manner, with an immediate, medium term and longer-term perspective.
28. **Conflict sensitivity:** The starting point for an RPBA is an analysis and a shared understanding of the causes, drivers, dynamics and impact of a conflict or crisis, and of the risks associated with the conflict or crisis - in particular those that are critical to recovery and peacebuilding processes. An understanding of these dynamics, as well as existing peace capacities, will inform the overall approach consisting of: what to assess, where, and how; whom to consult with and how; how to present the information; how to reach a final agreement; what implementation and financing mechanisms are required, etc. Conflict-sensitivity principles need to be agreed upon to guide an RPBA process. (see Figure Two)
29. **Human rights:** The process and outcomes are informed by an analysis and shared understanding of the human rights challenges prevailing in the country. Human rights considerations are integrated into the assessments and planning, following a human rights-based approach.⁸
30. **Gender sensitivity:** RPBA will be informed by gender analysis as part of the overall conflict and fragility analysis. Conflict and violence have impacts on women and men, girls and boys that necessitate differentiated recovery and peacebuilding strategies. Disaggregated data will be used when available. Women's group will be engaged in identifying recovery and peacebuilding priorities.
31. **Political sensitivity:** In addition to identifying peacebuilding requirements, the RPBA identifies and addresses the necessary conditions (e.g. political commitments, reforms, incentives), and socio-economic factors that are required to enable the expected transformation of the structures that contributed to the conflict.⁹
32. **Focus on implementation and funding:** RPBAs identify both the recovery and peacebuilding

⁸Human rights analyses and assessments will be carried out by those agencies whose mandate involves such work.

⁹RPBAs are undertaken within complex political environments. Whether they deliver a strategic set of recovery and peacebuilding priorities that respond to the needs on the ground, and whether these priorities are implemented, will often depend on a range of political economy considerations. For RPBAs to be effective they must be cognizant of the political dimensions of recovery and peacebuilding. In the context of an RPBA this means considering: i) What political conditions may favour or impede the identification and/or implementation of priorities? ii) The legitimacy, capacities, and will of key political actors; iii) What measures are necessary to create the political environment to implement recovery and peacebuilding priorities (e.g. diplomacy versus funding)?

Figure Two Conflict sensitivity

Conflict sensitivity means acting with the understanding that any *initiative* conducted in a fragile or conflict-affected environment will *interact* with that conflict, and that interaction will have consequences that may have **positive** or **negative effects**.

Conflict sensitivity is a **deliberate and systematic approach** to ensuring these negative effects (risks) are understood and minimized, and the positive effects of the planned actions (opportunities) are maximized. Conflict sensitivity requires:

- Understanding the **context**;
- Understanding the **interaction** between the engagement and the context; and
- **Acting** upon this understanding in order to avoid negative impacts and maximize positive impacts.

In the context of a RPBA, a conflict-sensitive approach will maximize opportunities to have a positive impact on conflict, peace and poverty reduction, and minimize the risk of doing harm. (See Section IV: Specific Guidance Section)

priorities, which will be presented through a strategic and well-prioritized and sequenced plan and results matrix. It will also propose arrangements for implementation and financing, including coordination and monitoring mechanisms.

HOW TO CONDUCT AN RPBA: THE MAIN ELEMENTS

This section of the Note provides guidance on how to conduct an RPBA, including an overview of its core elements and related tools and resources; it also provides information on the expected results of the process.

33. This Note proposes three main elements for an RPBA, with the explicit understanding that these elements may be combined in a flexible way depending on the context, and the scope and objectives of the RPBA.
34. The first element, **pre-assessment**, is designed to provide some initial guidance on the process in order to decide whether an RPBA is necessary, and to provide inputs on the scope, objectives and institutional arrangements; this stage of the process may also provide an initial indication of the recovery and peacebuilding issues to consider if the assessment goes ahead. The second element, **assessment, prioritization, and planning** includes the assessment of recovery and peacebuilding needs and their prioritization in the context of a strategic recovery and peacebuilding plan, and is accompanied by a results matrix. It also presents options for implementation (including coordination and monitoring arrangements), and financing-related issues. The third element, **validation and finalization**, focuses on ensuring that the plan is agreed upon, and that the necessary arrangements to begin the implementation and financing are in place.

Figure Three Main elements of an RPBA

Element	Activities	Product
I - Pre-assessment	<ol style="list-style-type: none"> 1. Early discussions to establish the potential need for an RPBA. 2. Pre-assessment mapping and scoping mission. 3. Formal agreement whether to conduct an RPBA. 	<p>Background paper with findings from desk mapping that will inform the scoping mission.</p> <p>Scoping mission concept note with recommendations on whether to conduct an RPBA, its scope and objectives, and how it should be conducted.</p> <p>Formal agreement to proceed with an RPBA (or not) and, if so, elaboration of a ToR signed off by senior officials in consultation with the government.</p>
II – Assessment, prioritization, and planning	<ol style="list-style-type: none"> 4. Assessment of recovery and peacebuilding needs. 5. Prioritize and present the priorities in a strategic, implementable recovery and peacebuilding plan and results matrix. 6. Outline implementation (including coordination, monitoring, and evaluation arrangements), and financing options. 	<p>Assessment findings (presentation may vary).</p> <p>Final assessment report and a recovery and peacebuilding plan and results matrix with recovery and peacebuilding priorities.</p> <p>Options for implementation and financing included in the final report.</p>
III – Validation and finalization	<ol style="list-style-type: none"> 7. Formal validation of the recovery and peacebuilding plan and results matrix. 8. Agreement on implementation and financing arrangements. 9. Lessons learning. 	<p>Formal agreement on the recovery and peacebuilding plan and results matrix, implementation and financing arrangements, and launch of the implementation phase.</p> <p>Lessons learned on the RPBA process.</p>

i. Pre-assessment

During the pre-assessment phase, the interest in an RPBA being conducted is expressed by the national counterpart, preparatory consultations and research are conducted, the need for an RPBA is established, and its scope, specific objectives, approach and methodology are agreed upon by the RPBA assessment team that includes the national counterparts. Depending on the context, time, and government capacities, a pre-assessment may be an in-depth process during which a certain degree of analysis is conducted or commissioned in preparation for a full assessment, and recovery and peacebuilding priorities may already be outlined. However, it may be one or a series of meetings between key national and international actors to decide if and how to proceed with a full assessment with a view to providing an indication of the key strategic objectives and outcomes there are important for recovery and peacebuilding objectives. These early discussions help outline a strategic direction while nurturing an early sense of national ownership.

Figure Four Overview of steps to be taken during the pre-assessment phase

I - Pre-assessment	<ul style="list-style-type: none">• Early discussions to establish the potential need for an RPBA.• Pre-assessment mapping and scoping mission.• Formal agreement on whether to conduct an RPBA.	<ul style="list-style-type: none">• Background paper.• Scoping mission concept note.• Formal agreement to proceed with an RPBA (or not) and ToR.
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Establish the potential need for an RPBA

35. *How is the potential need for an RPBA identified?* There is no standard rule or 'right' way to decide if and when an RPBA is required. Normally the request emanates from the government - either through an officially written or verbal communication to either (or all three) senior representatives from the EU, UN and WBG. In general, a series of informal consultations to determine whether an RPBA should be considered will take place in-country among the senior leadership of the three institutions, national authorities and other relevant national and international stakeholders. Relevant headquarters-based senior and technical teams will also engage in consultations and provide advisory support to country leadership. In those instances, where the case for a RPBA is strong even in the absence of a direct involvement of a national authority, the three institutions and other relevant partners may still engage in early discussions around an RPBA as a tool to bring coherence to the international response.
36. *Who should the consultations involve?* The consultations at this stage and during the rest of the pre-assessment phase should involve:
- **National actors:** The relevant national authorities, including the military leadership when warranted, parliament and the main political parties, key non-state actors, women and youth groups, and other civil society and community groups; and,
 - **International and regional actors:** At the country level: UN Special Representative of the Secretary-General (SRSG), when present, and UN Resident/Humanitarian Coordinator (RC/HC) and the UN Country Team; WBG Country Directors; EU Head of Delegation; senior representatives of other multilateral, regional and bilateral organizations across the humanitarian, political, security and development communities, including regional banks. At headquarters: the HLAG and the virtual secretariat; directors of relevant units; regional and country desks; and, technical experts. Each institution will have its own internal process to follow when conducting internal consultations across the organization.
37. If the evidence already suggests that a RPBA is the best process through which to identify and address the recovery and peacebuilding priorities then, in consultation with national counterparts, a team comprising of officials from the tripartite partners is appointed to conduct a scoping mission to develop the broad parameters of the RPBA. Identifying early on people with the right seniority and capacities to lead and tailor the process will be a key determinant to the success of an RPBA.

38. If available information is insufficient to make a decision on whether an RPBA should be carried out, a decision may be taken to deploy a scoping mission; the key objective of the scoping mission will be to make clear recommendations to relevant decision-makers on the need for an RPBA.

Pre-assessment mapping and scoping mission

39. *What will the pre-assessment include?* A quick desk-based pre-assessment mapping should be completed before a scoping mission is conducted so as to inform its preparation. It should:
 - Consider existing conflict and other relevant analyses of the context and risks, and synthesize relevant information;
 - Include a preliminary mapping of stakeholders and of other existing/ongoing assessment and planning processes (e.g. humanitarian assessments, fragility assessments, Post-Disaster Needs Assessments, etc.); and
 - Suggest key issues that require attention during the scoping mission.
40. Based on the findings of this mapping, the team in charge of the scoping mission will decide whether specific research should be commissioned in advance of the scoping mission and field assessment, for example on cross-cutting or emerging issues such as: violent extremism; gender; human rights; organized crime; engaging with non-state actors, etc.
41. The pre-assessment mapping process should lead to a background paper that includes a synthesis of available information, and suggestions on priority recovery and peacebuilding issues, including cross-cutting issues, and gaps to be further explored during the scoping mission. A ToR for the scoping mission should be elaborated based upon the background paper and previous discussions.
42. The scoping mission is a key step to confirm the need for an RPBA, to maximize its effectiveness and reduce the burden of process. In many instances, in fact, much of the required information can be pulled together at this stage and consensus can already be generated amongst national and international partners, thereby building on the desk-mapping and conducting research to fill in key gaps.
43. *What will be involved in the scoping mission?* The scoping mission will include:
 - In-country consultations with national and international stakeholders. The aim of these consultations, besides information-collection, will be to: test the political commitment of national and other international actors; map out the political landscape; and, explore options for engagement by national and international partners.
 - A preliminary conflict mapping and analysis, with proposals on how to deepen the conflict mapping process as part of the RPBA (see Figure Five).
 - Efforts to complement the information collected so far with a view to elaborating on, or identifying new and key cross-cutting issues for the assessment.
 - Additional work on the mapping of stakeholders, institutional capacities and processes - including mapping of other existing assessment/analysis and planning processes - in order to determine the strategic added-value of an RPBA, and to identify how best to ensure synergies and complementarities (see specific guidance section on synergies and complementarity).

- An assessment of the security and accessibility of the area to be assessed, and its implications for the assessment (e.g. the capacity of the teams to conduct field work, identify alternative options).
- Recommendations concerning whether an RPBA process is required and, if so, the type of approach that should be used, including the scope, specific objectives, management, and coordination arrangements, as well as the three institutions' engagement and division of labour.
- An initial outline of the recovery and peacebuilding issues to consider. In some instances, the scoping mission will also be able to indicate a roadmap, and include a preliminary identification of strategic recovery and peacebuilding priorities.
- The scoping mission should also determine the thematic and sectoral scope/priorities of the RPBA. For example, the scoping mission to Central Republic of Africa (CAR) identified the following priorities for the RPBA in CAR:

Primary objectives	Sub-objectives
Support peace, reconciliation and security	<ul style="list-style-type: none"> Support the reintegration of combatants and the reduction of violence Establish security throughout the country through the defense and security forces renovated Reform the judiciary and end impunity Implement a policy of reconciliation, social cohesion and conditions for the return of IDPs and refugees
Renew the social contract between the state and the population	<ul style="list-style-type: none"> Redeploy administration throughout the territory and establish an inclusive local governance Provide basic services to the population throughout the country, particularly education, health, water, by initiating a gradual transfer of capacity and resources to national structures Ensure food security and resilience Strengthen good governance (management and control of public finances, increased fiscal resources and the fight against corruption)
Ensure economic recovery and the revival of the productive sectors	<ul style="list-style-type: none"> Revive and sustainably develop the productive sectors (agriculture and livestock, mining and forestry industries) Rehabilitate and construct infrastructure (including electricity, roads and means of communication) Ensuring the framework conditions for private sector development and employment (vocational training adapted to the labor market, development of financial services) To achieve stable macroeconomic framework
Transversal objectives: reducing regional imbalances; reduce gender inequalities; promote transparency and accountability at all levels and contribute to national capacity (government and civil society)	

Figure Five The basics of a conflict analysis

What is it? A conflict analysis assists with analysing a specific context and developing strategies to reduce or eliminate the impact and consequences of conflict. It provides a deeper understanding of the issues that can drive violent conflict, and the dynamics that have the potential to promote peace. In the context of an RPBA it helps determine what an RPBA needs to assess and address, and offers a tool to help foster prioritization of issues that need to be addressed, how and when.

How to do it? There are several methodologies and tools to conduct a conflict analysis. All provide a structured analytical framework to analyse the causes, actors, triggers and dynamics of the conflict, and capacities for peace at the local, national, regional, and international levels. Key elements of a conflict analysis:

Analysis of the conflict:

- **Situation analysis:** Current and emerging historical, political, economic, security, socio-cultural and environmental dynamics in a conflict-affected area at a specific point in time, complemented with a chronology of key facts and events.
- **Factor or causal analysis:** Identify 'conflict factors' and 'peace factors' across political, socio-economic, security, and environmental dimensions. These include: a) root/structural factors of conflict; b) immediate/proximate factors i.e. the visible manifestations of the conflict; c) Triggers i.e. events/issues/shocks that could lead to further outbreaks of violence; and, d) capacities for peace i.e. elements within a society that mitigate the emergence and proliferation of violent conflict, and strengthen the foundations for peace by drawing upon the resilience of a society. Where applicable, the analysis should include factors that contribute to, and facilitate, phenomena such as forced migration, radicalisation and violent extremism.
- **Stakeholder analysis:** Identify local, national, regional and international actors (individuals, groups and institutions) that influence - or are influenced by - the conflict. This should include an exploration of their interests, goals, positions, capacities and relationships, how they interrelate and reinforce opportunities for peace or instigate conflict.
- **Conflict dynamics and drivers of change:** Understand the interactions among context, causes and actors, the distribution of violence, its nature and triggers.
- **Scenarios:** An outline of possible future directions of conflict and opportunities for peace.

Assessing the responses

- **Responses:** Identify existing and planned responses to the conflict - internal and external - taking into account all actors, including development, military and security, political, diplomatic, social and economic. Identify areas where there may be gaps or overlaps in programming, ensuring that all the relevant issues are effectively addressed, and that resources are not wasted on duplication of programming.

References: Guidance Note to Conduct Joint Conflict and Stabilisation Assessments, UK Stabilisation Unit, 2015, EU Guidance note on the use of Conflict Analysis in support of EU external action, 2013, United Nations Development Group, Conducting a Conflict and Development Analysis (CDA), 2016.

44. *Who should participate in the scoping mission?* A team comprised of representatives of the three institutions, with a combination of country and global expertise, will lead the scoping mission. Seniority of the team will be informed by the country context and dynamics. Country representatives from each institution will participate and may decide to include senior partners from other key multilateral, regional, and bilateral entities. This is important to ensure capacity to engage with the national and international senior and political leadership at country level.

Technical experts who will conduct technical level consultations and those responsible for information-collection will accompany the senior team. At the country level, as highlighted above, extensive participation and consultation should be ensured.

45. *What will the process produce?* The first and most important outcome of a scoping mission will be a recommendation on whether to conduct an RPBA, and the considerations that need to be fulfilled before the assessment can begin. This information, as well as supporting evidence and arguments will be included in a concept note. If the recommendation is to proceed with an RPBA, the concept note will:
 - Present an analysis of the context, including the conflict analysis (unless a recommendation is made to conduct it as part of the assessment), identify the gaps and priorities for the field assessment, and communicate the recovery and peacebuilding 'narrative';
 - Suggest the geographic and thematic scope, specific objectives, and priority areas for the assessment. Based on the pre-assessment analysis and consultations, these suggestions should include the cross-cutting issues to consider, and the guiding principles (including principles for conflict sensitivity, and criteria for prioritization) of the RPBA; and
 - Set the parameters, including the timing, the governance, management and operational arrangements (e.g. division of labour, roles and responsibilities, coordination, assessment teams), plans to ensure synergies with other processes, and the required resources to conduct the assessment.
46. *Who takes the final decision and how?* An RPBA process should be initiated at the request of and with the full agreement of the national authority of the host country, in consultation with other key national stakeholders. Exceptionally, in contexts where there is no internationally recognized national authority or where such legitimacy is contested, other options may lead to mobilizing a partnership for an RPBA, including:
 - A recognized international body, forum, or process, e.g. the UN, a regional organization, a resolution of an international conference on recovery and peacebuilding, a peace agreement; a peace process moving favourably or accompanying a positive political roadmap;
 - A joint decision by the three partner institutions based on extensive consultation with other key partners, and in response to a need for urgent recovery and peacebuilding support to a conflict-affected country.
47. The country leadership of the three partner institutions - with advisory support from the HLAG, in consultation with the host government and based on the recommendations of the scoping mission - will assess the need for/the added-value of conducting an RPBA; the country leadership will also assess the overall political and operational context, including the security situation. They will consider whether:
 - An RPBA is the best process to assess and address recovery and peacebuilding requirements in a given context;
 - There is sufficient buy-in within, among, and beyond the three institutions (e.g. who else supports the assessment?), and within the host country, inside and beyond the government; and,
 - Other processes have undertaken or will undertake what an RPBA could do, what resources are available to conduct an RPBA, and what the prospects are of implementing and financing the outcomes of an RPBA.

48. Partner organizations and the host government will need to have a clear rationale for conducting an RPBA, and a clear understanding of what they expect out of it and, most importantly, what they can commit to it. For the tripartite partners, their respective mandates, interests, and capacities (including existing institutional response mechanisms) will influence such decisions, and dictate the specific role they can and are willing to play in regard to an RPBA process
49. *What will it produce?* At this stage a formal agreement among the parties, including the host government, the EU, UN, and WBG, and, if appropriate, other relevant partners, is reached and a ToR for the RPBA are produced. These outline the high-level scope and objectives, the commitments, roles and responsibilities and division of labour among the partners and the host government, the timing and expected outcomes of the RPBA, and all relevant management, coordination and operational details to ensure an effective process and result. The ToR are signed off by the relevant national authorities in agreement with the country leadership of the three partner institutions.
50. At this stage, high-level recovery and peacebuilding objectives should have been agreed upon by the national actors through a dialogue process between the government, civil society and the international community.
51. An RPBA senior leadership team is then appointed comprising representatives of the national authorities and the three institutions. The team is based in the country where the RPBA will take place.

ii. Assessment, prioritization, and planning

The assessment process will involve assessing needs in priority areas in line with the scope and specific objectives established for the RPBA, and in response to agreed upon strategic recovery and peacebuilding goals. These will be prioritized based on established criteria and through a process of broad consultation and consensus-building. The assessment produces a strategic recovery and peacebuilding plan highlighting the high-level expected priorities and a results matrix that identifies and presents priority actions, timing and costing of the process – all in a clear, sequenced, and implementable manner. Options for implementation (including arrangements for coordination and monitoring) and financing are also presented at this stage. Inclusion of all relevant national stakeholders is critical throughout this process. (See section III of this Note.)

Figure Six Overview of the steps to be taken during the assessment, prioritization and planning phase.

<p>II – Assessment, prioritization, and planning</p>	<ul style="list-style-type: none"> • Assessment of recovery and peacebuilding needs. • Priorities in a strategic, implementable and inclusive recovery and peacebuilding plan and results matrix. • Implementation (including coordination, monitoring, and evaluation arrangements) and financing options. 	<ul style="list-style-type: none"> • Assessment findings. • Final assessment report and a recovery and peacebuilding plan and results matrix with recovery and peacebuilding priorities. • Options for implementation and financing.
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Assessment of recovery and peacebuilding needs

52. *What will it do?* The field assessment process will focus on complementing the information already available through secondary sources with primary data collected through field research and extensive consultations. The assessment framework is determined by the priority areas identified earlier in the process, and by the approach chosen for the RPBA. It will differ depending on the scope and objectives of the exercise. However, typically this stage involves an assessment across different regions of the country or affected territories, including: (i) the current situation in terms of population location and welfare (disaggregated by both sex and age), service delivery, and physical infrastructure; (ii) institutional capacity (of both state institutions and potential non-state partners and implementing agencies), and needs for capacity-building or reform; and (iii) priorities that were identified through the conflict analysis, and in pre-assessment consultations as being key determinants to recovery and peacebuilding. (See paragraph 12 for an indication of recovery and peacebuilding priorities to consider).
53. If the scoping mission did not include a conflict analysis, arrangements should be made to conduct or commission one as the very first step in the assessment.
54. *How to do it and what resources are available?* Mixed assessment teams that include national and international experts should conduct the field assessment. The set of skills and experiences should reflect the priority recovery and peacebuilding requirements, or those identified during the pre-assessment stage. For example, a sub-national RPBA that aims to address local causes and the impact of instability requires teams organized by region rather than functional area. If the assessment framework is organized around sectors (e.g. health and education, livelihoods, rule of law), teams will be organized by priority functional area (usually referred to as sectors or clusters).
55. All teams should possess core cross-cutting capacities such as: conflict and risk analysis, human rights, gender, and humanitarian expertise. Other capacities, such as expertise with environmental issues or PDNAs, for example, will also be considered, depending on the context and the typology chosen for the RPBA.
56. Teams normally spend time together in one location to agree on the approach to the assessment and to review background data before conducting field visits and consultations. The team then regroups to develop basic design, parameters and costs for priority needs emerging from the assessment. A clear approach to ensuring broad consultations with relevant national stakeholders, including non-state actors, will need to be included in the approach.
57. A range of resources, analytical frameworks, and tools, in addition to the conflict analysis tools already mentioned, are available to teams conducting the assessment. An early step includes identifying the specific tools that are most relevant to the context. Some examples are included in Figure Seven.
58. If an RPBA is conducted in situations of high insecurity with limited access, it may not be possible to deploy teams to the field. Options then include: remote data collection, such as satellite imagery (particularly to assess infrastructure damage and, to a certain extent, population movements); work through local teams; and, the use of information and data available in-country or in the region within national or regional research institutes.

Figure Seven Analytical frameworks, and available tools and materials

Analysis	Why/what	Available existing material sources
Analysis of political situation	Understand the political environment to establish the feasibility of an RPBA and whether it will support or undermine momentum. Understand existing level of engagement by one or more partners (e.g. EU representation, UN Mission presence, etc.).	Existing UN, NGOs, think-tanks, academics and donors' assessments; briefing by country-level representatives/analysts; consultations with HQ, regional-level think-tanks.
Stakeholder and capacity analysis	Required to understand in-country partners, their capacities for leading, owning or engaging in joint assessments.	Briefing by institutions with in-country presence, e.g. UN, EU delegations, WB Country Office; briefings from major in-country capacity development program leads (EU/UN/WB).
Displacement and IDP analysis	Understand movement of affected people. Understand IDP priorities and return/stay intentions. Identify issues of tension between host communities and IDPs. Develop a socio-economic profile of IDPs.	Assessments conducted by International Organization for Migration (IOM); assessments conducted by other international organizations and NGOs (such as the Joint IDP Profiling Service-JIPS).
Damage and loss analysis	Identify and estimate the scope of damages and losses to infrastructure and productive sectors. Identify and estimate the effects on service delivery.	Damage and Loss and Human Recovery Assessment (PDNA) methodology developed by the EU, UNDP and WB.
Needs analysis	Identify and estimate infrastructure and service delivery needs. Identify priorities and interventions to address recovery and peacebuilding priorities.	Satellite imagery assessments; perception surveys; national development priorities; consultations with government officials and other national and non-national key stakeholders.
Risk analysis	Analysis of the contextual risks, including the prevailing security environment, other risks (e.g. climatic, economic), future trends and ability to undertake an in-country assessment.	UNDSS, EU/UN/WB Country Presence Assessments; commissioned risk analysis.

Costing	Identifying the costs of recovery and peacebuilding needs through solid and transparent methodologies	Costs of peacebuilding components in PRSPs; handbook for PER of security and justice sectors.
Scenario	Develop potential scenarios of the future development of the conflict; guide the prioritization of needs and priorities	Conflict analysis; data from such monitoring databases as ACLED Assessments conducted by International Organization for Migration (IOM); assessments conducted by other international organizations and NGOs, including IOM, OCHA, UNHCR.
Existing financial data	A picture of in-country financial situation, and donor financing architecture to identify existing resources and gaps.	Country programs; engaging with key donor partners; EU-UN-WB dialogue.
Gender Analysis	Take into account the different needs, roles, benefits, impacts, risks and access to/control over resources of women and men. They also include considerations of intersecting categories of identity, such as age, social status, ethnicity, marital status, etc. to avoid reinforcing existing imbalances.	Social analysis; baseline surveys and assessments made by NGOs or other international partners

59. *How will it be managed, coordinated, and quality assured?* A coordination team, comprising of senior technical experts of the three partner organizations as well as relevant national stakeholders – working under the RPBA senior leadership team – should be established to provide direction and standard formats for presenting the information collected. The coordination team ensures linkages are made between different assessment areas with other assessment processes, ensuring synergies with on-going humanitarian or political assessments, PDNA, strategic reviews etc. The coordination team is also responsible for communication on the assessment process. It is a key responsibility of the coordination team, under the guidance of the RPBA leadership team, to ensure that the process is inclusive of, and owned by all relevant national stakeholders. This may require providing specific directions to the assessment teams on integrating consultations as part of their assessment work.
60. With the guidance of the RPBA leadership team, the coordination team is responsible for addressing any potential conflicts that may arise during this process. Depending on the nature and gravity of the dispute, senior leadership from headquarters (HLAG) and from the national counterparts may need to be involved.

61. *What will it produce?* The assessment will produce reports or notes with key recovery and peacebuilding needs per area or theme (also called pillars or sectors), accompanied up by the data. They will also include an indication of costing.

Determining the key recovery and peacebuilding priorities

62. *What will it do?* The most important, delicate, and substantive phase of an RPBA is reaching consensus around recovery and peacebuilding priorities, and the actions required to implement them. These need to be captured through a well-prioritized, sequenced, and evidence-based strategy, and reflected in a results matrix (Figure Twelve). Prioritization should be grounded in an agreed set of prioritization criteria.
63. The process of prioritization is based on agreed upon criteria (see Figure Nine) and is concluded through a process of extensive consultations and dialogue with all relevant national and international stakeholders. Consensus on the sequencing and timeframe in which the actions are to be implemented in order to achieve the expected recovery and peacebuilding outcomes is also a priority.
64. *Who is involved and how to do it?* All key national and international stakeholders should be involved in this process. Specific attention will be required to include:

Figure Eight Who is involved?

National level	International
<ul style="list-style-type: none"> • National political leadership • Military leadership • Relevant ministries • Political parties, including from the opposition • Non-state actors (groups involved in the conflict, in peace or ceasefire negotiations) • Civil society and community leadership • Representatives of communities and groups most affected by the conflict • Private sector • Women and youth groups 	<ul style="list-style-type: none"> • Key regional actors (neighbours, countries with strong influence on the region) • Regional organizations (political and regional banks, e.g. Islamic and African Development Bank, League of Arab States, African Union, ECOWAS, Organization of American States, etc.) • Bilateral donors • Relevant international non-governmental organizations (NGOs)

65. In practice, a series of thematic workshops for each of the key expected recovery and peacebuilding outcomes should be organized to consider the results of the assessment (outlined in reports or notes). These workshops should aim to reach a consensus around the key priorities to take forward into a strategic recovery and peacebuilding plan. The priorities should be presented and sequenced as a results matrix. It is important to note that the expected high-level recovery and peacebuilding outcomes were agreed upon at the pre-assessment stage, and continue to inform the whole RPBA process. This stage aims to determine the sequencing and timing of each sub-priority and action.

Figure Nine Criteria to prioritize activities

The primary criterion for identifying priority actions is to focus on areas where lack of progress could lead to a reversal in the transitional and peacebuilding processes. Other criteria may include, for example, whether the activity will:

- Have an immediate impact/peace dividend, promote progress on national reconciliation, build people's confidence, reduce the critical risks that underpin the country's fragility;
- Target the most vulnerable and marginalised communities;
- Be implementable within the necessary timeframe, and taking account of the security environment, capacities and resources; and,
- Propose necessary reforms (political, security, social, economic) to build peace and prevent further violence.

These criteria should include additional questions to check for conflict sensitivity.

66. In addition to criteria and conflict sensitivity considerations, this process should pay attention to both high-visibility actions and those endeavours that can generate 'quick wins' that could contribute to deepening and broadening national ownership and support for the peace or transition process. It should simultaneously consider less visible actions – in the areas of institutional capacity-building and reform, transparency, and governance of natural resources, for example – that are necessary to support longer-term recovery and peacebuilding efforts. Likewise, specific attention should be paid to political incentives and reforms necessary to support the recovery and peacebuilding process. These are critical to underpinning future governance, state capacity and accountability processes, without which ownership of the process risks becoming nominal and can lead to a reversal of gains at a later date.
67. A scenario approach, which identifies different scenarios for recovery and peacebuilding, should also be considered. It is particularly useful in highly volatile and rapidly changing transition contexts, where it should be integrated into the prioritization process and in the resulting recovery and peacebuilding strategy and results matrix. Typically, positive and negative scenarios are considered, with associated indicators that inform which scenarios should be considered for implementation (see Figure Ten as an example).

Figure Ten Scenario development in the north-eastern Nigeria RPBA

Since the conflict in the north-eastern part of Nigeria was rapidly evolving, it was prudent to plan recovery for more than one possible scenario. As such, drawing upon the conflict analysis, the conflict and displacement analysis teams of the RPBA developed three future scenarios: best-case, worst-case and status quo. Using data made available through IOM and other NGOs, as well as the Government's census, the teams generated projections of IDP populations and movements for each of the scenarios. The recovery and implementation strategies proposed in the assessment remained sensitive to the risks faced in the potential unfolding of the all three scenarios, while the RPBA provided costed recovery and peacebuilding interventions against the most likely scenario.

68. *Costing the recovery plan.* A realistic plan needs to ensure that sufficient and timely funding will be available to achieve the priorities identified. The objective of the costing exercise is to estimate the necessary financial resources to implement priority activities and undertake critical early capacity-building. This will inform State budget processes, requests for external financing, as well as program commitments made by donors. There is a mutually informative link between the costing exercise and the government's budget. While existing budgets and State expenditures will inform the assessment's parameters for macroeconomic and fiscal sustainability, the estimated financing requirements for recovery and peacebuilding will be an important input in the preparation of subsequent budgets. The costing exercise is also a forum for capacity-building with national counterparts that can help ensure alignment of capacities with function, involve actors from central planning and finance ministries, and ensure that macro-economic assumptions provide a practical ceiling for costs without missing key national expenditures for peacebuilding (including security and political actions and ensuring equitable delivery of social services).
69. Donors often bypass the government budget in early post-conflict situations, choosing instead to channel resources in ways that prioritize speedy response and mitigate corruption risks. However, this approach risks undermining national ownership and leadership of recovery and peacebuilding efforts. It also reduces incentives for coordination between line ministries and the Ministry of Finance, between international partner programs, and between donors and government. While fiduciary capacity in the public administration following a prolonged conflict or crisis is often prohibitively low, the recovery planning process offers an opportunity for donors to rally around a common vision and plan for moving progressively back towards an 'on-budget' approach to recovery. If the government budget is not used as a central pillar for aid coordination at the outset, an opportunity to establish transparency, accountability and national ownership is lost.
70. The costing exercise within the joint recovery and peacebuilding planning process should therefore mirror – to the extent that its possible – the basic structure of a government's typical budgeting process. Responsibility for presenting overall costing will normally rest with the economic and public finance team, with strong representation from the Ministry of Finance. This team should: issue indicative guidelines on budget ceilings and formats to sector teams; allocate personnel to work with each team to develop consistent costings; and, ensure that teams are aware of the difference between transitional expenditures, which carry no direct recurrent liability for the State (e.g. Truth and Reconciliation Commissions, support to ex-combatants), and those which do (e.g. building new roads, schools or clinics). As with any normal budgeting exercise, needs identified may outstrip available resources. The coordinating team will need to consider resource availability issues, such as short-term access to resources, absorption capacity, and long-term fiscal sustainability when reaching consensus for a prioritized plan. Where standard government processes are functioning, the final decisions on priorities identified during the recovery planning process may be referred to cabinet or a budget sub-committee. Where the normal budget process is not yet functioning, proposals on prioritization may be developed by the coordinating committee and put forward to national leadership for validation. Costing exercises need to be well documented and transparent and based on sound methodologies. In some cases, these methodologies might have to be developed. This might require working with other colleagues or outside experts with the necessary experience.

71. *What will it produce?* This process will produce an agreement and a recovery and peacebuilding plan. The plan will contain strategic level priorities, and a results matrix that will capture the agreed priority actions in a sequenced, implementable and costed format. This will be used for implementation, monitoring and evaluation.
72. Figure Twelve outlines a basic structure for a results matrix. If different scenarios are foreseen, a matrix must be completed for each of the scenarios. In addition to highlighting the strategic outcomes, a vision for each of the areas or themes, and the sequence and costing of activities, the matrix should also indicate options for implementation and financing. (See below section on implementation and financing options).

Implementation and financing options

73. *Starting early and considering different options.* To ensure quick and effective implementation of the recovery and peacebuilding priorities identified through an RPBA, implementation and financing options must be considered as early as possible as an integral part of the process.
74. In considering these options, it is important to bear in mind that RPBAs often take place in volatile contexts, where several other initiatives are concurrently on-going, where different institutions and capacities exist and new ones may emerge, and where mobilizing resources may or may not be the primary concern. At times, ensuring that adequate mechanisms and capacities are in place both to implement the priorities of the recovery and peacebuilding plan, and to coordinate and monitor the implementation process may be a higher priority than securing financing.
75. It is, therefore, crucial that this element of the RPBA includes the mapping of existing resources and capacities, and the identification of gaps, as well as the best approaches to address these shortcomings. These approaches should be assessed both in absolute numbers, across priorities, and in terms of instruments and capacities required to coordinate, execute, and monitor implementation.
76. *How to do it?* A small dedicated team is well-suited to map existing implementation and financing capacities, resources and mechanisms and, to then identify options for effective implementation (including coordination and monitoring) of the recovery and peacebuilding plan. The team will consider a variety of issues, including:
 - The context (e.g. type and level of crisis, national or sub-national conflict, etc.);
 - The macro-economic environment and availability of resources (i.e. the budget envelope);
 - The institutional realities of the host government, the tripartite partners, and other partners (including capacities to implement, coordinate and monitor the outcomes of an RPBA);
 - The emerging recovery and peacebuilding priorities and their sectoral or cross-cutting characteristics;
 - Existing national programs, and those of partners, and their respective financing mechanisms; and
 - Other considerations such as the phase of a recovery and peacebuilding effort (diplomatic and political actions may be required at an earlier stage, and substantive programs such as SSR, may follow as political reforms are on-going).

Figure Eleven Maximizing the use of financing mechanisms

The national budget should be the primary vehicle for implementing agreed recovery and peacebuilding priorities. However, a more systematic use of existing funding instruments, or the creation of new mechanisms such as MPTF, could be considered to implement the recovery and peacebuilding plan. Each partner organization has flexible funding instruments that could be used strategically to provide catalytic support and early results in crisis situations, particularly where peacebuilding and stabilization are immediate priorities. These include the UN Peacebuilding Fund (PBF), the World Bank State and Peacebuilding Fund (SPF), and the EU Instrument Contributing to Stability and Peace (ICSP). They present an opportunity for the partners to bring their collective weight to promote early strategic action following an assessment (and or to support the assessment itself) and provide momentum to peacebuilding/recovery efforts while more detailed assessments are carried out or other funding streams are being mobilized.

77. Based on the mapping, the planning and financing options proposed may suggest:
- Using and strengthening national capacities, including existing institutions, plans, programs, and the budget. The implementation and financing options will need to consider whether such mechanisms are strong enough and/or what measures may be required to strengthen them so that they can be used to implement and finance the recovery and peacebuilding plan;
 - Initiating new nationally-led program and financing modalities;
 - Developing new programs individually or jointly by the tripartite institutions and with national and/or other partners;
 - Adapting, improving, or influencing existing recovery and peacebuilding processes and programs;
 - Adapting, improving, or influencing existing financing mechanisms of multi- and bi-lateral partners (e.g. existing Multi-Partner Trust Funds (MPTFs), Peacebuilding Fund, EU Instrument Contributing to Stability and Peace (ICSP) (see Figure Eleven); and
 - Creating new partnerships and financing mechanisms (i.e. Compacts, Trust Funds) that assign clear responsibilities to each partner with regards to implementation and financing.
78. *Coordination and monitoring.* The team will also present options to ensure mechanisms and capacities are in place to coordinate and monitor the implementation of a recovery and peacebuilding plan. In some circumstances, this role could be played by an existing agency such as the aid coordination office of planning or finance ministries. In these cases, capacities and resources will most probably need to be strengthened, and the mandate adjusted including to ensure capacity to coordinate across different government departments and national institutions; coordination will also need to extend to a broader range of international partners (e.g. security actors), and will require senior level government support to facilitate agreement on process and level of engagement (e.g. in CAR this involved forging a mutual accountability framework at the level of the President). In other contexts, a new mechanism may have to be created with specific responsibility to coordinate and monitor the implementation of a recovery and peacebuilding plan that results from an RPBA. This was the case in Ukraine, where an agency was established to manage the reconstruction effort in the east, accompanied by a special Multi-Partner Trust Fund.

79. *What will it produce?* Options for implementing and financing the agreed upon recovery and peacebuilding plan (outlined in the high-level strategy and results matrix), and for coordinating and monitoring the progress made with implementation will be presented and integrated in the matrix and in the final report of the assessment.

Figure Twelve Results Matrix

Strategic recovery and peacebuilding outcomes						
Describe the high-level recovery and peacebuilding outcomes this process needs to contribute to assessing and addressing. (These could be, for example, organized around political, security, economic and social outcomes, depending on what key areas were identified for the assessment. If a sector approach is taken, these will be organized around the agreed sectors.)						
Recovery and peacebuilding priority area/theme	Baseline	First 6 months	Second 6 months	Year 2	Year 3-6	Implementation and financing
Area/theme	Priority activities					
Vision: [Outline vision for the recovery and peacebuilding area in the short- and long-term]						
Outcome: Describe outcome of sub-theme and how this links to, and helps achieve, overall theme vision.	Baseline: Outline baseline and needs, per sub-region, as required.	Description: Immediate actions during the first 6 months. Break down per sub-region as needed.	Description:	Description	Description	Highlight existing capacities and mechanisms that can be used for delivery during first year, and mechanisms and institutions that need to be developed. It should also indicate sources of financing based on a mapping of existing resources and of who does what.
	Source:	Indicator:	Indicator:			
		Cost:	Cost:			
Sub-area/theme 2, 3, etc.						

80. *What is the end product of this assessment, prioritization, and planning?* The end product of the assessment, prioritization, and planning process, which is produced by the RPBA coordination team, will be a final strategic recovery and peacebuilding plan and a results matrix. These outputs will be accompanied by an indicative plan for implementation, including coordination and monitoring arrangements, and financing options. These elements will be presented in a report to be formally validated by the national government, or appropriate counterpart through a senior level event.
81. The final report will provide a summary of the RPBA proceedings and findings. Figure Thirteen presents essential sections of the standard final report:

Figure Thirteen A standard RPBA report

A standard report should comprise the following parts.

- a. The scope, objectives and approach of the RPBA;
- b. A shared understanding of the conflict context (the key findings of the conflict analysis);
- c. A vision for recovery and peacebuilding (what recovery and peacebuilding would look like, and what are the high level, strategic outcomes);
- d. A prioritized plan for recovery and peacebuilding;
- e. Specific options for the implementation and financing of this prioritized plan (points d and e are normally presented in a results matrix, with costing included); and,
- f. Annexes.

82. Lessons learned on the format of reports and plans include the need to:
- Use easily understood language rather than technical or development jargon. Reports written or guided by national counterparts in language which reflects national realities may be less familiar to donors, but are more likely to resonate with national stakeholders;
 - Keep it short and simple: 200 page reports stand little chance of being used as regular reference documents for implementation, no matter how well-analysed. An overview report may be supported by more detailed technical analysis, but should be kept as brief as possible. The result matrix, which is the main implementation framework, should be summarized in a 4-8 page format;
 - Build in sufficient time to negotiate the final text and conduct gap filling exercises, and exercises designed to avoid duplication; and,
 - Ensure translations, where required, are available quickly, and that effective communication and dissemination strategies are set in place.

iii. Validation and finalization

The final phase of the RPBA includes finalization of the documentation, validation of work produced, and agreement on the way forward to implement the recovery and peacebuilding plan. Implementation then begins. The last effort within the RPBA mandate is to produce 'lessons learned' on the process.

Figure Fourteen Overview of steps to be taken during the validation and finalization phase

III – Validation and finalization	<ul style="list-style-type: none">• Formal validation of the recovery and peacebuilding plan.• Agreement on implementation and financing arrangements.• Lessons being learned.	<ul style="list-style-type: none">• Formal agreement on the recovery and peacebuilding plan, implementation and financing arrangements.• Launch of the implementation phase• Lessons learned on the RPBA process.
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Formalize the agreement on the plan and on the implementation and financing arrangements

83. *How to do it?* The final outcome of an RPBA, formalizing the agreement on the recovery and peacebuilding plan, and implementation and financing arrangements for the plan, will all require political commitment on behalf of government and partners. This may take the shape of an international conference to discuss policy and financial commitments, agreement on a reform agenda, a mutual accountability framework, etc.
84. *What will it produce?* An agreement by the national authorities and the relevant representatives of the international community on the RPBA documentation should be the outcome of this process. It may include:
- The **recovery and peacebuilding strategic plan** and results matrix;
 - **Coordination framework:** Implementation arrangements (mechanisms and processes that will be used for implementation, including coordination, and a monitoring and evaluation framework, assignment of roles and responsibilities across national and international actors, options for mutual accountability);
 - **Financing instruments/mechanism:** Financing arrangements (use of national budget, existing Trust Funds, new MPTFs, bilateral funding), and;
 - **Monitoring and reporting systems:** Provisions for strengthening or setting up necessary mechanisms for implementation and monitoring, including for undertaking necessary reforms to allow for implementation and financing of the recovery and peacebuilding plan.
85. *How will it be done?* The recovery and peacebuilding plan will be implemented based on the decisions taken in the previous stages of the RPBA. For RPBA processes that have been robust in their discussions and agreements around implementation and financing, a coordination plan and implementation and financing arrangements would have been decided by the time of the validation process. It is also worth noting that implementation may require a set of other supporting interventions, such as building the capacities of national bodies responsible for implementation.

Figure Fifteen Monitoring and adjusting implementation

Crisis-affected environments are characterized by high volatility. Needs may change (new population displacements for example); priorities may change (awareness that a marginalized region or population segment poses a risk for peacebuilding if their needs are not addressed); and, national counterparts may change, with implications for recovery and peacebuilding priorities. Reforms or capacity-building initiatives may prove to be more difficult than originally envisaged, necessitating changes in timeframes and/or sequences. The composition of the donor or international support group may also change. Lastly, costs of recovery may change, due to security conditions or changes in possible sources of supply of materials and services, or price fluctuations which are common in post-conflict countries. This requires an ability to regularly monitor and review the implementation of the recovery and peacebuilding plan, and also flexibility in the plan itself, so that it can be adjusted.

The process of monitoring and adjusting the recovery and peacebuilding plan is best achieved through regular meetings between national leadership and international areas of responsibility. In most cases, the national unit established to coordinate the recovery plan will provide a report at regular (three or six months) intervals concerning what has been achieved in terms of national and international actions identified as priorities under the plan. This document will then be used as the basis for regular meetings between national authorities and their international partners to consider which areas are 'off track' or at risk of becoming so, and adjust efforts accordingly. More significant adjustments to priorities will normally be made annually, and aligned with the regular government planning and budgeting cycle.

Lessons being learned

86. *Purpose of the exercise?* To assist in the continuous learning and refinement of the RPBA methodology and process, it is important that RPBAs build in a mechanism for learning lessons from each iteration of the process. These lessons should be shared with appropriate headquarters and capitals in order to systematically capture the experiences and ensure their incorporation into updated guidance materials, to be shared more broadly.

IV Specific Guidance Sections

NATIONAL OWNERSHIP AND INCLUSION

87. *What does it mean?* National ownership and inclusion are essential for an effective RPBA process and for the implementation of the strategies outlined therein. The most direct and effective way to promote ownership is to ensure that an RPBA process is nationally-led and designed to support/use national processes (a fragility assessment, a national recovery and peacebuilding plan), using and/or building the necessary national systems and capacities to do so as an integral part of the process.
88. Different approaches to ensuring ownership and inclusion, however, may be possible depending on the context. This has implications for the process, the methodology, and the type and levels of resources (including capacities, expertise and financial resources) that must be made available to the RPBA.
89. Considerations to take into account early on in the process and throughout its duration include the real or perceived legitimacy and capacity (including the presence over the territory) of national authorities, and of other relevant national actors. The sensitivity of the on-going political or peace process will also determine how national actors engage with an RPBA process.
90. *How to do it?* During the initial stages of the RPBA process, partners must map out and assess the legitimacy, capacities, and effectiveness of national stakeholders/institutions, as well as their interests, and opportunities for their participation. Most of this work should be undertaken through informal discussions during the pre-assessment phase and during the scoping mission. Options will be identified to ensure a high level of ownership and inclusion, given the context. In doing so, partners must also consider such things as access and security for national and international staff, among others.
91. If and when it is possible to ensure maximum national ownership and inclusion of all relevant stakeholders - in particular women, youth, non-state actors, and communities most affected by the conflict - this should be pursued through practical steps and at key moments during the process:
 - **Pre-assessment:** Partners assess, through conversations with relevant national authorities and other national stakeholders, their interests and commitment to undertaking an RPBA prior to deciding whether to proceed. Those undertaking the pre-assessment will also consider any available information that enables them to assess their legitimacy, capacity and effectiveness. Based on these informal conversations, and an initial stakeholders' mapping, partners will continue the consultation with national stakeholders during the scoping mission. Consultations should be organized at the national and sub-national levels. The scoping mission is a key moment to reach out to non-state actors at the national and sub-national levels. An important task for the senior



Partners assess, through conversations with relevant national authorities and other national stakeholders, their interests and commitment to undertaking an RPBA prior to deciding whether to proceed.

representatives during the scoping mission will be to assess the political environment. Clear options to ensure the ownership by, and inclusion of, key national stakeholders are presented in the scoping mission concept note and will inform the decision on whether to proceed with an RPBA, and what type of process is required.

- **Assessment, prioritization, planning:** There are several ways to ensure ownership and inclusion at this stage of the RPBA process, including: setting up and/or providing capacities to a national mechanism to lead all or part of the assessment; ensuring representatives of relevant national bodies and non-state entities are part of the governance and implementation mechanism; ensuring these representatives are included in assessment teams; making extensive use of national expertise, including at the senior and local levels; and, using regional expertise. Sufficient time and resources must be dedicated to allow for extensive consultations during the field assessment work and during the process of prioritization, once the field assessment is completed and the recovery and peacebuilding plan is developed. In addition to traditional consultations (workshops), other approaches to seek the views of national stakeholders include perception surveys and the use of traditional media and social media (see Figure Sixteen). Such approaches should first build upon any existing civil society or community engagement processes, and broader social accountability mechanisms that are in place, and should strive to include those hardest to reach (for example through mechanisms established in humanitarian response).
- **Validation and finalization:** At this stage it will be important that all relevant national stakeholders formally confirm their agreement with the recovery and peacebuilding plan that results from the RPBA, and the implementation and financing arrangements proposed for implementation, monitoring and evaluation.

92. The capacity to engage with non-state actors depends on a range of issues including:

- Their relationship with the national authorities (on-going ceasefire or peace negotiations);
- How they are perceived by the population;
- Whether there is any legal or political impediment for the three partner organizations in terms of their engagement with non-state actors; and,
- Issues related to access.

93. RPBAs may be required in instances where low capacity and/or low legitimacy induced by conflict have rendered national ownership and inclusion problematic. When a decision is taken to proceed with an RPBA in such a context, options include:

- **Low capacity:** Integrating capacity-building measures throughout the process, including by providing additional staff and expertise; it can be helpful to use regionally-based expertise.
- **Low legitimacy:** Enhancing the consultation component of the RPBA; maximizing work at the sub-national and local levels, and using methodologies that include extensive use of perception surveys, beneficiaries feed-back, and social media; work with and through the diaspora.

Figure Sixteen Mali - Joint Assessment Mission

The Joint Assessment Mission in Northern Mali (Mission d'Évaluation Conjointe, MIEC, 20015-16) aimed to identify needs and priorities, as well as related costs, to ensure a rapid recovery, address poverty and promote development with a view to ensuring these regions reach the same level of development as the rest of the country within the next 15 years. The assessment also included a review of implementation, financing and monitoring mechanisms that are required to ensure that the various activities identified can be implemented in the current, high-risk operational environment.

The MIEC organized available information into fifteen thematic notes, each including a situation analysis and an expected results matrix for the planned transition period, and outlining the main activities to be implemented.

Simultaneously, priorities related to security, peace, stability and development were assessed from the perspective of populations in northern Mali through four perception surveys focused on households, administrative authorities, health centres, displaced groups, and refugees.

Finally, local authorities and civil society representatives from the three relevant regions, as well as the Government and other stakeholders in Bamako, were consulted in order to further prioritize proposed measures.

EMBEDDING CONFLICT SENSITIVITY IN RPBA PROCESSES

94. RPBAs are undertaken in complex and contested political situations. Even when significant armed violence declines or comes to an end, the factors underlying the outbreak of violence, as well as the legacies of the recent violence, often remain highly sensitive. The risks of relapsing into violent conflict in such contexts are extremely high, and consequently any external involvement in these settings risks being impacted by conflict, and will have impacts (both positive and negative) on conflict dynamics and the prospects for human security, sustainable recovery and peace. It is therefore incumbent on all stakeholders to take and promote a 'conflict-sensitive' approach through RPBAs.
95. A conflict-sensitive approach starts and continues with good analysis. Conflict sensitivity can be defined as:
 - Ensuring a deep understanding of the context. Understanding the potential interaction between any planned action/intervention and the context: how will interventions affect the context, how will the context affect interventions.
 - Designing/revising/adapting planned interventions in order to minimise negative and maximise positive impacts on conflict and peace.
96. Conflict sensitivity must be applied at a strategic level: in relation to the overall approach to recovery and peacebuilding; through specific peacebuilding interventions; and, throughout all aspects of the assessment and intervention planning and implementation, across all sectors and cross-cutting issues - including those that appear to have little relevance to conflict issues and those that are assumed to be purely positive by their nature (see Figure Two for more information).

Conflict analysis methodology

97. The EU, WB and UN have methodologies for undertaking conflict and fragility assessments, and have been involved in joint analysis processes. In all cases the analysis approach should be tailored to the specific context and purpose whilst following the general framework:
- i. **Review** of the **context** in which conflict emerges. This includes a description of the geographical context, the main political and economic features, history of conflict and its impact, as well as the legal and political context. Existing literature, lessons learned and evaluations can point out the gaps in knowledge that need to be filled in order to be able to understand the context.
 - ii. **Analyse** the (possible) **causes of conflict** and insecurity, distinguishing between **structural causes** such as underlying trends and historical drivers, **proximate causes**, and the immediate **triggers** of violent conflict. Internal causes, drivers and triggers deriving from within the nation-state, as well as external causes, drivers and triggers heightening internal drivers, need to be considered. Triggers in particular could include external economic (price or financial) shocks. Where applicable, the analysis should consider the factors facilitating radicalisation and contributing to vulnerability to violent extremism. Analysis of conflict causes should also be complemented by an analysis of **factors providing resilience** to violent conflict and extremism.
 - iii. **Analyse the actors** in the conflict (at the local, sub-national, national, trans-border, regional and international levels) and their interests, goals, positions, capacities, resilience, and relationships. Actors are the relevant individuals, categories of individuals, organizations, and coalitions of different actors and organizations. A gender perspective is to be mainstreamed throughout the analysis.
 - iv. **Analyse the conflict dynamics**, including an understanding of the interactions between context, causes and actors, the distribution of violence, its nature and triggers. This is to be complemented by an analysis of which consequences of armed violence may over time become perpetuating drivers of conflict.
 - v. **Outline potential scenarios**. This involves looking at the possible future directions of conflict/peace, and their likelihood of occurring. The 'trigger moments' in the near future, such as elections, seasonal conflict between agriculturalists and pastoralists, and indicators that demonstrate that these events may trigger violence or conflict.
 - vi. **Identify key gaps, lessons and good practice, options and realistic strategies for conflict-sensitive action to** respond to the conflict and situations of insecurity. Ensure recovery and peacebuilding priorities are implemented with a particular focus on: minimizing the risk of inadvertently contributing to conflict (conflict sensitivity) and insecurity; recognising the need for a coordinated effort; regular updates of the conflict analysis due to the highly dynamic nature of (post-)conflict environments.

CONDUCTING GENDER ANALYSIS

98. Gender analysis¹⁰ is a fundamental component of ensuring assessments take into account the different needs, roles, benefits, impacts, risks and access to/control over resources of women and men. They also include considerations of intersecting categories of identity, such as age,

¹⁰The standards outlined in this section are based on the UNDP guidance note 'How to conduct a gender analysis.' (2016).

social status, ethnicity, marital status, etc. to avoid reinforcing existing imbalances. This focus helps ensure that appropriate measures are taken to address these imbalances, and to advance gender equality.

99. A gender analysis can reveal the linkages between inequalities at different societal levels and possible conflict dynamics, as well as proximate or intermediate factors associated with a conflict (e.g. gender-based violence). It helps ensure women and men have equal opportunities to participate in, contribute to, and benefit from interventions and can provide concrete approaches to address gender inequalities and identify strategies to advance women's empowerment.
100. The findings of the participatory gender analysis should be fully incorporated into the overall RPBA. It is also important to consider including a gender expert (with specialised expertise in gender issues and/or sector-specific and region/country expertise) as part of the assessment team to carry out the gender analysis.
101. A review of sex and age disaggregated data, national gender statistics, time-use surveys, national action plans, and qualitative data generated through policy and academic research and participation assessments should be used to inform the analysis. Information from stakeholder consultations and interviews should be incorporated into the analysis.

ENSURING SYNERGIES AND COMPLEMENTARITIES

102. *What it means?* The main rationale for conducting an RPBA is that it provides a joint and unified framework to identify and agree upon key recovery and peacebuilding priorities. However, RPBAs take place in contexts where other individual or joint assessments and planning processes already exist, or are being undertaken by national and international partners.
103. Ensuring synergies and complementarities means taking an early strategic decision on whether an RPBA is necessary. If a national assessment (e.g. fragility assessment) and planning process (e.g. UNDAF) already exist, and are adequate enough (comprehensive, strategic, prioritised, peacebuilding-focused, up-to-date, evidence-based, based on extensive consultations, inclusive etc.) to ensure effective recovery and peacebuilding, an RPBA should not be conducted.
104. If an RPBA is conducted, creating synergies and complementarities means ensuring that the RPBA process builds upon and complements other key processes and, when possible, delivers joint products.
105. *When and how to do it?* The best way to ensure synergies and complementarities is to work under the leadership of national authorities and in support of a national recovery and peacebuilding process. However, depending on the context, different ways of ensuring synergies may be realistic, from basic sharing of information and data, to agreeing on using an RPBA as the main vehicle to assess and address a diverse range of needs and priorities (human rights, for example).
106. Synergies and complementarities must be built in when the scope, objectives and methodology of an RPBA are defined. Concrete provisions should be made to ensure institutional and substantive linkages between the different assessment and planning processes, including at the leadership level, and in the management and implementation mechanisms, through data-sharing, streamlining data collection, ensuring staff continuity between assessment missions,

etc. This must be ensured throughout the process; as different synergies may be possible or necessary at different stages of an RPBA.

107. *Synergies with what?* As a standard practice, an effective RPBA process and outcome should promote greater coherence across **humanitarian, peace and security, political, and development efforts**. The following are key processes to consider:

- Nationally-led assessments, e.g. socio-economic assessments, New Deal fragility assessments, etc.;
- Humanitarian assessments (such as Humanitarian Needs Overview) and plans (Humanitarian Response Plan);
- Human rights assessments;
- PDNAs
- UN strategic assessments and planning in UN integrated missions;
- UN election assessments;
- Relevant conflict, political economy and risk analyses carried out by various actors; and,
- Traditional development assessment and planning processes (e.g. poverty and livelihood, UNDAF Common Country Assessments (CCAs), country strategies), including sector and individual assessments undertaken by agencies to design their own country strategies, programs, projects, and financing portfolios.

