

ANNEX V

to Commission Implementing Decision on Annual Action Programme 2021 for the Conflict Prevention, Peace-building and Crisis Preparedness part of the thematic programme Peace, Stability and Conflict Prevention

ANNUAL MEASURE

This document constitutes the annual work programme in the sense of Article 110(2) of Regulation (EU, Euratom) 2018/1046 of the European Parliament and of the Council¹ (Financial Regulation), and action plans/measures in the sense of Regulation (EU) 2021/947 of the European Parliament and of the Council².

1. SYNOPSIS

1.1. Action Summary Table

1. Title CRIS/OPSYS business reference Basic Act	Underpinning multilateral solutions to sustain and build peace through the United Nations Peacebuilding Fund OPSYS number: Financed under the Neighbourhood, Development and International Cooperation Instrument (NDICI) - Global Europe
2. Team Europe Initiative	No
3. Zone benefiting from the action	The action shall be carried out globally
4. Programming document	Multi-Annual Indicative Programme for the Thematic Programme on Peace, Stability and Conflict Prevention 2021-2027
5. Link with relevant MIP(s) objectives/expected results	Priority 2: Promote conflict prevention and conflict resolution measures, including by facilitating and building capacity in confidence-building, mediation, dialogue and reconciliation processes; Priority 3: Supporting peace processes and transitions of conflict-affected societies/communities, including stabilisation and peacebuilding efforts.
PRIORITY AREAS AND SECTOR INFORMATION	
6. Priority Area(s), sectors	Multilateral Solutions, Peace, Conflict Prevention, Security
7. Sustainable Development Goals (SDGs)	Main SDG (1 only): SDG 16: Promote just, peaceful and inclusive societies. Other significant SDGs: SDG 5: Achieve gender equality and empower all women and girls SDG 10: Reduce inequality within and among countries

¹ Regulation (EU, Euratom) 2018/1046 of the European Parliament and of the Council of 18 July 2018 on the financial rules applicable to the general budget of the Union, amending Regulations (EU) No 1296/2013, (EU) No 1301/2013, (EU) No 1303/2013, (EU) No 1304/2013, (EU) No 1309/2013, (EU) No 1316/2013, (EU) No 223/2014, (EU) No 283/2014, and Decision No 541/2014/EU and repealing Regulation (EU, Euratom) No 966/2012 (OJ L 193, 30.7.2018, p. 1).

² Regulation (EU) 2021/947 of the European Parliament and of the Council of 9 June 2021 establishing the Neighbourhood, Development and International Cooperation Instrument – Global Europe, amending and repealing Decision No 466/2014/EU and repealing Regulation (EU) 2017/1601 and Council Regulation (EC, Euratom) No 480/2009 (OJ L 209, 14.6.2021, p. 1).

	SDG 17: Strengthen the means of implementation and revitalise the global partnership for sustainable development			
8 a) DAC code(s) ³	15220 Civilian peace-building, conflict prevention and resolution			
8 b) Main Delivery Channel @	41000 United Nations Agency, Fund or Commission (UN)			
9. Targets ⁴	<input checked="" type="checkbox"/> Migration <input checked="" type="checkbox"/> Climate <input checked="" type="checkbox"/> Social inclusion and Human Development <input checked="" type="checkbox"/> Gender <input type="checkbox"/> Biodiversity <input checked="" type="checkbox"/> Education ⁵ <input checked="" type="checkbox"/> Human Rights, Democracy and Governance ⁶			
10. Markers ⁷ (from DAC form)	General policy objective @	Not targeted	Significant objective	Principal objective
	Participation development/good governance	<input type="checkbox"/>	<input type="checkbox"/>	<input checked="" type="checkbox"/>
	Aid to environment @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Gender equality and women's and girl's empowerment	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Trade development	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Reproductive, maternal, new-born and child health	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Disaster Risk Reduction @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Inclusion of persons with Disabilities @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Nutrition @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	RIO Convention markers	Not targeted	Significant objective	Principal objective
	Biological diversity @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Combat desertification @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change mitigation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Climate change adaptation @	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
Policy objectives	Not targeted	Significant objective	Principal objective	
	Digitalisation @	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>

³ DAC sectors (codes and descriptions) are indicated in the first and fourth columns of the tab 'purpose codes' in the following document: <http://www.oecd.org/dac/financing-sustainable-development/development-finance-standards/dacandscodlists.htm>

⁴ Actual contribution to targets will be confirmed ex-post based on a standardised methodology.

⁵ This target is specific to INTPA. If the action is marked as contributing to the Education target, please make sure the target on "Social inclusion and Human Development" is also marked.

⁶ Thematic target for geographic programmes (at least 15%) in delegated act.

⁷ For guidance, see <https://www.oecd.org/development/financing-sustainable-development/development-finance-standards/> (go to "Data collection and resources for reporters", select Addendum 2, annexes 18 (policy) and 19 (Rio) of the reporting directive).

If an action is marked in the DAC form as contributing to one of the general policy objectives or to RIO principles as a principal objective or a significant objective, then this should be reflected in the logframe matrix (in the results chain and/or indicators).

11. Internal markers⁸ and Tags⁹:	Tags: digital connectivity digital governance digital entrepreneurship job creation digital skills/literacy digital services		<input type="checkbox"/>	<input type="checkbox"/>
	Connectivity @ Tags: transport people2people energy digital connectivity	<input checked="" type="checkbox"/>	<input type="checkbox"/>	<input type="checkbox"/>
	Migration @ (methodology for tagging under development)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Reduction of Inequalities (methodology for marker and tagging under development)	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
	Covid-19	<input type="checkbox"/>	<input checked="" type="checkbox"/>	<input type="checkbox"/>
BUDGET INFORMATION				
12. Amounts concerned	Budget line(s) (article, item): BGUE-2021-14.020230-C1 – STABILITY AND PEACE Total estimated cost: EUR 6 000 000 Total amount of EU budget contribution EUR 6 000 00			
MANAGEMENT AND IMPLEMENTATION				
13. Type of financing¹⁰	Indirect management with an international organisation (United Nations Multi Partner Trust Fund Office – UN MPFTO – on behalf of the United Nations Peacebuilding Fund)			

1.2. Summary of the Action

The 2021 Joint Communication on strengthening the EU's contribution to rules-based multilateralism¹¹ recalls the EU's commitment to promote a rules-based order and the importance of international cooperation and strong partnerships to make the world safer for all. The Council Conclusions on EU priorities at the United Nations during the 76th session of the United Nations General Assembly¹² further emphasise that, in a world of geopolitical tensions and multifaceted threats to international and regional stability, the EU will enhance its efforts to promote peace and security and work together with other partners to uphold fundamental values and strengthen the capacity of the UN to fulfil its responsibilities. In follow-up to the 2020 Peacebuilding Architecture Review, the Council has further expressed its commitment to bring the peacebuilding work closer to the ground, promote a multi-stakeholder approach and help secure more predictable and sustainable financing for peacebuilding. The Council has also expressed its support for further enhancing the advisory role of the UN Peacebuilding Commission to the United Nations Security Council.

⁸ The internal markers have been created to report on the implementation of the Commission's own policy priorities in areas where no DAC reporting tool is available. For the sake of consistency and comparability, the methodology is equivalent to the DAC markers, with three possible positions (main target, significant target, not targeted).

⁹ Methodology for additional tagging providing granularity on internal markers is under development.

¹⁰ Art. 27 NDICI

¹¹ JOIN(2021) 3 final *Joint Communication to the European Parliament and the Council on strengthening the EU's contribution to rules-based multilateralism* [en strategy on strengthening the eus contribution to rules-based multilateralism.pdf \(europa.eu\)](https://data.consilium.europa.eu/doc/document/ST-10393-2021-INIT/en/pdf)

¹² <https://data.consilium.europa.eu/doc/document/ST-10393-2021-INIT/en/pdf>

This action seeks to sustain and build peace and contribute to more concerted and coherent international efforts in this regard through support to the UN Peacebuilding Fund (PBF). The action will also underpin the UN Peacebuilding Commission and enhance the overall capacity of the UN to fulfil its mandate on peace and security. The increase in the EU's contribution would place it among the first twenty donors in terms of the size of the contributions. The action contributes towards the implementation of the strategic EU-UN partnership on crisis management and on building and sustaining peace as expressed through, inter alia, cooperation in the joint Steering Committee on Crisis Management, on Recovery and Peacebuilding assessments, and engagement in the Peacebuilding Commission and with the Peacebuilding Support Office. The action underpins the EU position on the 2020 UN Peacebuilding Architecture Review, and will allow the EU to further contribute to the ability of the United Nations system to effectively perform its mandate in sustaining peace before, during and after an escalation of violent conflict.

The action is fully aligned with the Neighbourhood, Development and International Cooperation Instrument's Multi-Annual Indicative Programme on Peace, Stability and Conflict Prevention and implements in particular the strong focus on support to multilateralism as a means to foster peace and security and as a cross-cutting theme of the EU's approach to conflict and crisis and threats to peace and security.

The Peacebuilding Fund was created to address critical financing gaps for peacebuilding and to act as a timely, catalytic and risk-tolerant instrument responding to urgent needs, and helping pave the way to consolidate peace and to enable development in an internationally joined-up manner. It thus operates as a true tool for enhancing multilateral action at the nexus between peace, development and humanitarian activities as well as human rights.

2. RATIONALE

2.1. Context

The last decade has been marked by a challenging environment for peace and stability, with intra-state conflicts on the rise, a growing number of non-state actors involved and increasing internationalisation of conflicts, as well as inter-state disputes and protracted conflicts, including in the EU's neighbourhood. In recent years, more countries have experienced some form of violent conflict than at any time in the past 30 years.¹³

The threat landscape is evolving fast as security challenges continue to emerge. Conflicts have become increasingly complex and protracted, affecting low-, middle- and upper-middle-income countries alike, involving state and non-state actors, including violent extremist groups that increasingly operate transnationally, occupying territories and threatening entire regions. New modes of operating, by terrorists, such as cyber-attacks, hybrid warfare, the use of biological agents, drones and new forms of improvised explosive devices (IEDs) are underpinned by diverse and increasingly sophisticated sources of conflict financing, including money laundering and other illicit financial flows often linked to transnational organised crime.

The foundations of peace and security can also be undermined by accelerating climate change and environmental degradation, the unintended consequences of energy transition, struggles for control over strategic areas, critical infrastructure, resources and technology (e.g. energy, cyber, space), new technologies, from drones to artificial intelligence, or the outbreak of infectious disease, such as COVID-19. In some situations, these may act as threat multipliers and affect the dynamics of conflict (i.e. by amplifying the competition over resources, forced and mass displacements, food insecurity, inequalities and discrimination).

Countries already affected by conflict have been particularly hard-hit by the COVID-19 pandemic. The World Bank Group, in its June 2021 study on *Global Economic Prospects*¹⁴, found that by 2022, the Gross Domestic Product in countries affected by fragility, conflict and violence is expected to be 8.6% below pre-pandemic projections. This makes support to these countries for an inclusive, well-coordinated and internationally supported recovery all the more important if the risk of conflict is to be mitigated. Similarly, countries in situations of transition from UN peacekeeping operations are often at the cross roads between recovery and a relapse into conflict and require coordinated and predictable support to sustain and build peace.

¹³ https://www.un.org/sites/un2.un.org/files/un75_conflict_violence.pdf

¹⁴ *Global Economic Prospects, A World Bank Group Flagship Report, 30th Anniversary Edition* (World Bank Group: June 2021) <https://openknowledge.worldbank.org/bitstream/handle/10986/35647/9781464816659.pdf>

Disinformation, hate speech and incitement to violence trigger tensions, violence and conflicts, and can affect the stability and resilience of already fragile states and societies, undermining national and international efforts to respond to crises and violent conflicts.

Preventing entry and relapse into a cycle of violent conflict by addressing conflict risk related to newly emerging trends of fragility and violence, can avoid the immense human suffering and loss of lives and economic assets that accompany violent conflict and can help safeguard or enable important development gains. Conflict prevention through a more joined up multilateral approach in these situations can be effective in terms of impact as well as cost and resources.

Against this backdrop, and in light of the intrinsic link between the external and internal security of the Union, the EU needs to step-up its multilateral cooperation on conflict prevention and peace-building efforts.

The UN has created the UN Peacebuilding Fund (PBF) as the UN Secretary General's financial instrument of first resort to sustain peace in countries or situations at risk of or affected by violent conflict. The UN Peacebuilding Support Office, which manages the Peacebuilding Fund, reports directly to the UN Secretary General and ensures that the Fund's investment directly support the UN's global policies on peace and security.

Similarly to the EU's own crisis response and conflict prevention mechanisms, the UN PBF acts flexibly and in a catalytic and risk tolerant way, addressing critical gaps for sustaining peace before, during and after conflict helping to better prevent conflict and to promote an integrated approach to crisis response and conflict prevention. Support to UN capacities in this regard significantly increases the opportunity for more joined-up analysis and planning in crisis response and in sustaining and building peace.

2.2. Problem Analysis

Short problem analysis:

According to the Global Peace Index, 15 out of 28 indicators showed a global deterioration of peacefulness over the past eight years. The number of direct deaths in conflict, of external and internal conflicts, of refugees and forcibly displaced persons continued to rise. Polarisation and radicalisation were also growing, with internal conflicts intensifying, growing levels of political instability and impacts of terrorism, and a rising number of demonstrations turning violent. The number of armed Non-State-Actors has significantly increased in many conflict theatres, where central leadership is in decline and proxy-actors are being enabled by external powers. To face these complex new trends in violent conflict in many countries, more concerted efforts by global and local actors are needed to bring their tools and instruments to bear for peaceful solutions, in an effective, complementary and efficient manner.

Identification of main stakeholders and corresponding institutional and/or organisational issues (mandates, potential roles, and capacities) to be covered by the action:

In order to rapidly respond to situations of fragility and build and sustain peace in alignment with global policy priorities of the UN, the Peacebuilding Support Office (PBSO) is housed within the UN Secretariat and manages the Peacebuilding Fund on behalf of the UN Secretary-General. To fulfil its mandate, serving as a vehicle for UN reform, it works to enhance coherence of response, and to strengthen partnerships with UN and non-UN actors in support of building and sustaining peace. Guiding principles as set out by the Peacebuilding Fund strategy 2020-24 as well as UN strategies and decision-making mechanisms at country (UN Common Country Analysis, Sustainable Development Cooperation Frameworks, Mission mandates), regional (Regional Prevention Strategies) and global level (Secretary-General's Executive Committee and Regional Monthly Reviews) frame the Peacebuilding Fund's engagements. In addition the Peacebuilding Fund is guided by its independent Advisory Group, including EU Member States, the Peacebuilding Fund Group of Friends, as well as the group of its top donors. Both of the latter fora include the EU as well as many of its Member States, allowing for course corrections for increased coherence, including in response to recommendations from the 2020 Peacebuilding Architecture Review.

3. DESCRIPTION OF THE ACTION

3.1. Objectives and Expected Outputs

The Overall Objective (Impact) of this action is to enhance the UN capacity to better fulfil its mandate on peace and security and increase EU leverage therein, particular with regard to the following specific objectives:

The Specific Objectives of this action are:

1. Peacebuilding Fund actions lead to more timely peacebuilding and conflict prevention, including in cross-border and transition contexts, promoting inclusion of women and youth.
2. Peacebuilding Fund actions provide the United Nations system and partners with a more coherent and integrated approach in situations of fragility thereby facilitating multilateral solutions.
3. Peacebuilding Fund actions underpin the EU-UN partnership for the effective implementation of peacebuilding architecture reform, as well as the Peacebuilding Commission's role as an advisory body therein.

The Outputs to be delivered by this action contributing to the corresponding Specific Objectives are:

1.1 Contributing to Specific Objective 1 - PBF actions lead to more timely peacebuilding and conflict prevention, including in cross-border and transition contexts, promoting inclusion of women and youth.

The PBF will seek to address the increasing spread of transnational and regionalised conflicts, to which international aid systems have not sufficiently adjusted or enabled adequate responses. This will include the following key outputs:

- Support is extended to cross-border initiatives that can help address wider regional trends, e.g. on issues like transhumance, migration, violent extremism and dealing with conflict drivers exacerbated by climate change;
- New approaches in underserved geographies are piloted, working holistically across the development—humanitarian—peacebuilding nexus;
- Civil society organisations are empowered as implementers to sustain peace in particular in areas where UN access and presence is limited.

The PBF will assist countries undergoing complex transitions, especially when UN configurations change. This will include the following key outcomes:

- Momentum for peacebuilding strategies and international support is being created through close collaboration with the Peacebuilding Commission and other stakeholders, leading to improved coherence and sequencing of aid instruments;
- Transition financing gaps are being addressed through greater investments in approximately eight transition contexts, providing more predictability for partner countries and the UN while preparing the ground for longer-term financing to start;
- The Secretary-General's planning directive on transitions is implemented through a 5-year financing planning framework beginning two years before mission closures.

The PBF will help achieve the 2030 Agenda for Sustainable Development's commitment to "leave no one behind" by drawing on conflict sensitive approaches and assisting young people and women in playing a critical role in peacebuilding. To achieve this objective the Peacebuilding Fund will ensure that:

- The meaningful participation of women, young people, and the most marginalised is supported in peacebuilding;
- The volume of the Peacebuilding Fund's special calls for proposals, the Gender and Youth Promotion Initiatives, is increased to better meet growing demand;
- The focus of the special calls in close consultation with recipient entities is recalibrated to help address gaps in the women peace and security and youths peace and security agenda;

- Innovation to unblock the structural obstacles for participation, and facilitating inclusive governance receives appropriate incentives;
- Partnerships with civil society organisations are expanded and new avenues to make funding available for community-based organisations explored;
- At least 30% of resources are invested in gender-sensitive peacebuilding.

1.2 Contributing to Specific Objective 2 - Peacebuilding Fund actions enable the United Nations system and partners a more coherent and integrated approach in situations of fragility thereby facilitating multilateral solutions.

- PBF supports both short term and medium-to-long term peacebuilding initiatives, reporting directly to the UN Secretary-General, cooperating closely with key partners, including the EU and its Member States, and keeps the Peacebuilding Commission abreast of relevant developments;
- PBF provides support in UN peacekeeping and special political mission settings, reporting directly to the UN Secretary-General, cooperating closely with key partners, including the EU and its Member States, and keeps the Peacebuilding Commission abreast of relevant developments.

1.3 Contributing to Specific Objective 3 - Peacebuilding Fund actions underpin the EU-UN partnership for the effective implementation of peacebuilding architecture reform, as well as the Peacebuilding Commission's role as an advisory body therein.

- The UN's regional prevention strategies are underpinned through joint approaches of a range of partners from the UN system, including the EU, as well regional and civil society organisations;
- The UN's strategic cooperation on peacebuilding with regional organisations especially the African Union is strengthened, opening up new opportunities for trilateral cooperation AU-EU-UN;
- The PBF will underpin the UN Peacebuilding Commission as a strengthened dedicated financing mechanism and thereby contribute towards improved global governance of peace and security related issues.

3.2. Indicative Activities

Activities related to Output 1.1

Peacebuilding Fund actions assist in the implementation of Cross-Border and Regional Approaches and Facilitate Transitions

Provision of support to peace and political processes to facilitate conflict resolution:

- Supporting inclusive political processes and political solutions for the effective implementation of peace agreements, in line with priorities defined under the Action for Peacekeeping Declaration;
- Supporting local-level and community-based processes to complement high-level mediation efforts, combining UN capabilities with those of other actors such as civil society and regional organisations;
- Activities designed to respond to imminent threats to the peace process, support for the implementation of peace agreements and political dialogue, in particular in relation to strengthening of national institutions and processes set up under those agreements.

Provision of Support to Dialogue and Peaceful Coexistence:

- Facilitating inclusion of marginalised groups, given the extent to which exclusion has proven to be a driver of conflict;
- Countering hate speech and other divisive practices, and investing in civic education;
- Supporting durable solutions for displaced and host populations by complementing humanitarian efforts with investments in conflict management and dialogue;
- Building capacities that help communities cope better with shocks that can exacerbate conflict risks, such as insecurity, climate and economic shocks in both urban and rural settings.

Provision of Support to Generate and Consolidate Peace Dividends:

- Encouraging engagement in neglected or higher risk geographies, for instance on livelihoods, food security and peacebuilding in remote rural or border regions;
- Facilitating a shift away from short-term job projects to incentivising economic inclusion, especially of youth;
- Developing better sequencing strategies and partnerships to take successful initiatives to scale, especially through cooperation with the International Financial Institutions and other donors;
- Increasing engagement with the private sector, for example by expanding pilots with social impact investment bonds encouraging SME to invest and employ in higher risk areas.

Providing Support Towards the Re-establishing of Basic Services:

- Enabling the UN and others to accompany governments in strengthening their capacities especially at the local level and extending their ability to provide services for citizens, combined with a strong emphasis on state-citizen engagement;
- Strengthening local governance capacities;
- Facilitating partnership and financing strategies with larger donors and national authorities to ensure the PBF can generate catalytic effects, such as piloting new systems or jump-starting critical capacity provision that can be taken to scale through larger financing instruments.

Inclusion through women and youth empowerment:

- Promote and facilitate active involvement and, where relevant, leadership of women and youths in all peacebuilding initiatives supported by the Peacebuilding Fund, including in political and peace processes and in activities aiming at generating peace dividends or ensuring the re-establishment of basic services;
- The volume of the Peacebuilding Fund's special calls for proposals, the Gender and Youth Promotion Initiatives, is increased to better meet growing demand for dedicated funding.

Activities related to Output 1.2

Peacebuilding Fund actions enable the United Nations system and partners a more coherent and integrated approach in situations of fragility thereby facilitating multilateral solutions.

- Facilitate partner country support requests for short term action in close cooperation with the national UN country teams, key international partners, including the EU and its Member States, reporting directly to the UN Secretary-General, and keeping the Peacebuilding Commission abreast of relevant developments;
- Facilitate partner country requests for permanent eligibility in close cooperation with the national UN country teams, key international partners, including the EU and its Member States, reporting directly to the UN Secretary-General, and keeping the Peacebuilding Commission abreast of relevant developments;
- Provide support in UN peacekeeping and special political mission settings and in transition contexts, in close cooperation with the national UN country teams, key international partners, including the EU and its Member States, reporting directly to the UN Secretary-General, and keeping the Peacebuilding Commission abreast of relevant developments.

Activities related to Output 1.3

Peacebuilding Fund actions underpin the EU-UN partnership for the effective implementation of peacebuilding architecture reform, as well as the Peacebuilding Commission's role as an advisory body therein.

- The UN PBF implements regional prevention strategies through joint approaches of a range of partners from the UN system and broader international community, including the EU, as well regional and civil society organisations;

- The UN PBF strengthens its strategic cooperation on peacebuilding with regional organisations especially the African Union, opening up new opportunities for trilateral cooperation AU-EU-UN;
- The PBF liaises closely with the UN Peacebuilding Commission as a strengthened dedicated financing mechanism and thereby contribute towards improved global governance of peace and security related issues.

3.3. Mainstreaming

Environmental Protection & Climate Change

During the period of implementation of the first EU contribution, the Peacebuilding Fund made substantial efforts to investigate the link between **climate change and conflict**. For example, it has committed \$3.2 million in facilitating the identification of innovative countermeasures in the low-lying atoll nations of Kiribati, the Marshall Islands and Tuvalu. The Peacebuilding Fund continues to act as an innovator in this field. The impact and lessons learnt of the supported initiatives exploring ways to mitigate the conflict multiplying effects of climate change will be further assessed through a thematic review planned for 2022. This should help inform dedicated actions in this still relatively new field of intervention.

Gender equality and empowerment of women and girls

As per OECD Gender DAC codes identified in section 1.1, this action is labelled as G1. This implies that the Peacebuilding Fund will help achieve the 2030 Agenda for Sustainable Development's commitment to "leave no one behind" by assisting young people and women in playing a critical role in peacebuilding. To achieve this objective the Peacebuilding Fund will: i) Foster meaningful participation of women, young people, and the most marginalised is ensured in peacebuilding; ii) Increase the volume of the Peacebuilding Fund's special calls for proposals, the Gender and Youth Promotion Initiatives to better meet growing demand; iii) Recalibrate the focus of the special calls in close consultation with recipient entities to ensure they help address gaps in the women peace and security and youths peace and security agenda; iv) Support innovation, e.g. changing concepts of masculinity, unblocking the structural impediments for participation, and shifting programming towards facilitating inclusive governance receives appropriate incentives; v) Build and expand partnerships with civil society organisations and explore new avenues to make funding available for community-based organisations; vi) Invest at least 30% of resources in gender-sensitive peacebuilding.

Human Rights

The peacebuilding fund operates at the nexus between peace, development and humanitarian activities as well as human rights. Human rights considerations as an important dimension of conflict prevention, conflict sensitivity, and conflict resolution, are mainstreamed into all its actions. In addition, the dedicated UN Human Rights Due Diligence Policy on Support for Non-United Nations Security Forces ("HRDDP") fully applies to all the UN Peacebuilding Fund and requires dedicated assessments for support provided in the security sector.

Disability

As per OECD Disability DAC codes identified in section 1.1, this action is labelled as D0. This implies that that project activities should aim to tackle challenges relating to disability and enhance the participation of people with disabilities when appropriate and relevant for the objectives of each project.

Democracy

Good, participatory governance and democracy form a bastion for sustainable peace and fostering these builds one of the corner-stones of the Peacebuilding Fund's work to build and sustain peace.

Conflict sensitivity, peace and resilience

The Peacebuilding Fund dedicates all its resources to building and sustaining peace and resilience. All interventions funded are informed by conflict sensitive approaches. This is linked to the tools, mechanisms and methods, it relies upon, some examples:

- Conflict analyses are conducted systematically when countries apply for full eligibility;
- In countries that have not yet applied for full eligibility, FPI co-funded Peace and development advisers, as part of their core role, are responsible for identifying and advising the management of PBF actions;
- PBF actions are also frequently designed solely to address the conflict risk of a specific response sector, e.g. to ensure the inclusivity and strengthening social cohesion in COVID 19 recovery;

- Where Covid-19 Recovery Needs Assessments, Recovery and Peacebuilding Needs Assessments, or Post Disaster Needs Assessments have been conducted, the PBF response strategy will be further informed by action plans resulting from these joint exercises, which specifically focus on conflict sensitive approaches and inclusivity in recovery.

Disaster Risk Reduction

Disaster Risk Reduction is an important consideration for sustaining and building peace and manifest in particular in the Peacebuilding Fund's commitment in further exploring and addressing the linkages between conflict and climate change.

3.4. Risks and Lessons Learnt

Category	Risks	Likelihood (High/Medium/Low)	Impact (High/Medium/Low)	Mitigating measures
2	Inter-agency politics limits efforts to drive collaborative working, undermining the impact of funding and achievement of objectives	L	L	Active coordination and messaging from donors in governing bodies. Systemic linkages, e.g. close integration of UNDP-DPPA Joint Programme Peace and Development Advisers in Resident Coordinators' offices / Resident Coordinators' offices in assessment and decision making processes.
2	Insufficient progress of complementary UN reform, in particular financing for peacebuilding	H	L	Use strategic partnerships beyond the UN System complementarity to ensure effective use of limited resources. Ensure mainstreaming of peacebuilding reflections across the humanitarian-development-peace nexus.
1	Risk of PBF-supported countries lapsing or relapsing into violent conflict	H	H	Ongoing conflict analysis at both the strategic and project level highlight potential escalation of violence and allow for early response Flexible reaction of the PBF to re-direct funding if needed.
1	Lack of demand from recipient countries or limited interest to focus on prevention and conflict sensitivity at country level	L	H	Fund allocations and longer term eligibility are based on government requests; Participation in the Peacebuilding Commission is voluntary.
3	PBF recipient organisations unable to deliver intended results due to organisational or contextual constraints	M	M	PBF has introduced a tranche-based system, attaching delivery criteria to the release of subsequent tranches. This allows the PBF to reallocate funds flexibly from underperforming to higher need contexts. Continuous monitoring of PBF auditing/financial oversight procedures and ensuring that improvements are implemented according to plan.

				Internal procurement systems and audit measures are fit for purpose. Funds will not be re-directed within the system without significant oversight. In highly volatile security situations the PBF prioritises working with local actors to ensure continued access and delivery.
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Lessons Learnt:

1. The EU’s first contribution to the Peacebuilding Fund was contracted in December 2019 and will expire in December 2022. While symbolic in amount, the contribution was warmly welcomed by the UN, including in public events and through promotion in social and traditional media. **The contribution is seen to provide the EU’s overall endorsement of the Peacebuilding Fund and its mandate.** It was also welcomed by EU Member States for providing a first step of what it seen to be a necessary EU contribution to more and more predictable and long-term funding for peacebuilding. Regarding the forth-coming period, it should be noted that counting towards the group of most important donors, significantly increases the **EU’s leverage on the Peacebuilding Fund’s strategy, its credibility as a Member of the Peacebuilding Commission, and the traction of its own action on global peace and security** priorities such as ensuring smooth transitions; addressing complex cross-border and regional conflict dimensions, promoting women and youth as actors for more sustainable peace, and addressing the emerging climate security nexus.

2. The Peacebuilding Fund’s new five-year strategy, launched in January 2020 to advance United Nations reforms and forge more coherent cross-pillar United Nations responses to crisis situations, is **fully aligned with the EU’s global priorities** on peace and security, including regarding its support to the UN peacebuilding architecture reform and its commitment to support multilateral solutions, to **build back better from the impact of COVID-19**, and to ensure the **meaningful inclusion of women, youth, and in particular the empowerment of local actors**. The priorities of the strategy were also widely consulted, notably with the Peacebuilding Fund’s top 12 donors, with the EU, with the members of the Peacebuilding Commission, with the UN Resident Coordinators, UN entities and civil society organisations.

3. During the implementation period of the EU contribution, many Fund-recipient countries were confronted with additional economic hardship stemming from the effects of the COVID-19 pandemic, exacerbated inequality, tension and grievances generated by public health restrictions and low levels of confidence in State institutions. In this situation, the Peacebuilding Fund proved its flexibility by adjusting \$60 million in ongoing activities and approving \$20 million in new initiatives. This has resulted in, for example, enhanced protection of female health workers, women leaders and human rights defenders in Colombia, and in a fast-track mechanism through which funds were rapidly allocated for example to Chad, Sierra Leone and Togo, among other places, for **conflict-sensitive post-pandemic recovery planning**.

4. In the face of significant COVID-related challenges, the Peacebuilding Fund convened UN Resident Coordinators and partners in country to understand emerging risks and opportunities. Activities were adjusted to mitigate violent conflict risks from the pandemic. Nearly half of all the programmes required adjustments and the Fund received an increasing number of targeted proposals as partners identify new peacebuilding needs. The Peacebuilding fund honoured its commitments and made declarations of eligibility in Honduras and Mauritania for the first time, as well as renewing eligibility in the Democratic Republic of the Congo, Guatemala, Papua New Guinea and Somalia. The five-year eligibility cycles will seek to build cohesion and establish benchmarks for conflict-affected communities who have been particularly hard-hit by the pandemic. This is a key component for an inclusive management of the pandemic, for the recovery in its aftermath, and for “building back better”.

5. On the facilitation of **cross-border and regional peacebuilding**, which is one of the three priority windows of the Peacebuilding Fund, initiatives have been supported across 23 countries in 2020. In West and Central Africa, existing cross-border projects have mitigated the impact of transhumance-related tensions by facilitating dialogue and establishing protocols for the more transparent and clearer management of scarce natural resources. In the Lake Chad region, reforestation and improved livelihood initiatives have reduced conflict by 48 per cent in target areas, while the demarcation of more than 232 km along the borders of Chad with the Central African Republic and Niger has removed source of conflict related to tensions between farmers and herders. The Peacebuilding Fund’s first cross-border project, between Kyrgyzstan and Tajikistan, through which a decrease in inter-ethnic tensions in the Fergana Valley had been sought, was completed. It contributed to a 50 per cent reduction in intercommunal conflict during its first three years through investment in local capacities for conflict management, improved livelihoods and small businesses for women

and young people and tangible infrastructure. Flares along the un-demarcated border in 2019 and 2020, however, highlighted the fragility of even promising local peacebuilding efforts against national-level stressors. That dynamic will be explored in 2021 through a thematic review of local peacebuilding.

6. Following the visit of the Secretary-General to the Pacific in 2019, the Peacebuilding Fund committed to investigating the link between **climate change, conflict, and fragility**, and facilitating the identification of innovative countermeasures in the low-lying atoll nations of Kiribati, the Marshall Islands and Tuvalu. The impact and lessons learnt of this and other initiatives exploring ways to mitigate the conflict multiplying effects of climate change will be further assessed through a thematic review planned for 2022.

7. Regarding support in situations that are in **transition from UN missions**, the Peacebuilding Fund's second priority window, actions in the context of transition from six United Nations peacekeeping missions and/or special political missions were supported in 2019-2020. In the Sudan, for example, where particular alignment is also being sought with the EU's crisis response portfolio, projects approved in 2019 and 2020 facilitate the transition from the African Union-United Nations Hybrid Operation in Darfur to national institutions, also strengthening the UN country team and strategic partnerships within the broader international community for sustaining and building peace.

8. Regarding the priority window of **gender-responsive peacebuilding**, 40 per cent of the Peacebuilding Fund's investments supported gender equality and the advancement of women's rights. The Peacebuilding Fund responded to the sharp increase in gender inequalities resulting from the COVID-19 crisis, and exceeded its annual target of 30 per cent of the Seven-Point Action Plan on Gender-Responsive Peacebuilding. The Peacebuilding Fund's annual **Gender and Youth Promotion Initiative**, which includes activities tied to the Call to Action for Human Rights by the Secretary-General in 2020, provided an important contribution to these results. To foster more equal partnerships between the United Nations and civil society organisations, the Peacebuilding Fund also approved \$12 million in joint United Nations-civil society initiatives.

9. Regarding the important **advisory role of the Peacebuilding Commission** on peace and security issues at a global level, the Peacebuilding Fund provides regular updates on its work to the Commission with a view to strengthen linkages and enhance global political coherence and steer. The Peacebuilding Fund's recipient countries also briefed the Commission on their peacebuilding priorities, progress and challenges. Such exchanges foster a global policy dialogue on building and sustaining peace, and provide an opportunity for showcasing positive examples on increasing stability through inclusive action.

3.5. The Intervention Logic

The underlying intervention logic for this action is that the risk and occurrence of conflict is reduced globally if multilateral action becomes more coherent and effective, global governance of peace and security issues improves, and adequate resources can be allocated flexibly and rapidly to sustain and build peace in fragile situations. This is because the internationalisation and increased occurrence and complexity of conflict requires a more systemic multilateral response, for which the Peacebuilding Fund is the vehicle mandated by the UN Secretary General and equipped with the required expertise.

3.6. Logical Framework Matrix

Results	Results chain (e): Main expected results (maximum 10)	Indicators (e): (at least one indicator per expected result)	Baselines (values and years)	Targets (values and years)	Sources of data	Assumptions
Impact	To enhance the UN capacity and the effective implementation of reform efforts to better fulfil the UN mandate on peace and security, and increase EU leverage therein.	<ol style="list-style-type: none"> 1) Score on effectiveness, impact and relevance of PBF projects from annual synthesis review exercise; 2) % of PBF active projects considered "on track with evidence of peacebuilding results" 3) Level of cooperation with the EU through joint assessment missions, complementary actions, and opportunities for engagement in the Peacebuilding Commission. 	<ol style="list-style-type: none"> 1) 2019: TBD 2) 2019: 29% 	<ol style="list-style-type: none"> 2024: TBD 2024: TBD 	<ul style="list-style-type: none"> • Annual Synthesis Review Exercise; • PBF Reporting Dashboard: Project Score; 	<i>Not applicable</i>
Outcome 1	PBF actions have led to more timely peacebuilding and prevention, including in cross-border and transition contexts, promoting inclusion of women and youth.	<ol style="list-style-type: none"> 1) PBF has approved projects in line with priority windows (cross-border, regional and transition contexts, women and youth) and in support of gender-responsive peacebuilding; 2) % of PBF approvals that support gender-responsive peacebuilding; 3) % of annual PBF approvals to transition settings; 4) % of annual PBF approvals to women's and youth empowerment 5) % of PBF approvals to cross-border initiatives. 	<ol style="list-style-type: none"> 1) 2019: 40% 2) 2019: 30% 3) 2019: 25% 4) 2019: 18% 	<ol style="list-style-type: none"> 1) 2024: TBD 2) 2024: 35% 3) 2024: 25% 4) 2024: 20% 	Dedicated end of year reviews and PBF Annual approval table	
Outcome 2	PBF actions have provided the United Nations system and partners with a more	1) % of PBF approvals that are joint programmes	2019: 64% 2019: TBD	TBD	UN Partnership surveys; NDICI – GE regular	

	coherent and integrated approach in situations of fragility thereby facilitating multilateral solutions.	2) number of PBF approvals directly complementary to actions of other donors 3) number of PBF approvals directly implementing results from joint assessment and planning exercises (Recovery and Peacebuilding Assessments, Joint Missions, etc.)			information notes to PSC.	
Outcome 3	PBF actions underpin the EU-UN partnership for the effective implementation of peacebuilding architecture reform, as well as the Peacebuilding Commission's role as an advisory body therein.	Number of updates delivered to the Peacebuilding Commission and engagements with the Peacebuilding Commission on related issues (e.g. strategic planning etc.)	2019: TBD	TBD	Peacebuilding Fund Reporting.	

4. IMPLEMENTATION ARRANGEMENTS

4.1. Financing Agreement

In order to implement this action, it is not envisaged to conclude a financing agreement.

4.2. Indicative Implementation Period

The indicative operational implementation period of this action, during which the activities described in section 3 will be carried out and the corresponding contracts and agreements implemented, is 60 months from the date of adoption by the Commission of this Financing Decision.

Extensions of the implementation period may be agreed by the Commission's responsible authorising officer by amending this Financing Decision and the relevant contracts and agreements.

4.3. Implementation Modalities

The Commission will ensure that the EU appropriate rules and procedures for providing financing to third parties are respected, including review procedures, where appropriate, and compliance of the action with EU restrictive measures¹⁵.

4.3.1. Indirect Management with a an international organisation

This action may be implemented in indirect management with the Multi Partner Trust Fund Office (MPFTO) on behalf of the UN Peacebuilding Fund. This implementation entails enhancing the UN capacity to better fulfil its mandate on peace and security and increase EU leverage therein. The envisaged entity has been selected using the following criteria: international mandate and expertise.

Should the proposed entity need to be replaced, the Commission's services may select a replacement using the same criteria. If the entity is replaced, the decision to replace it needs to be justified.

4.4. Indicative Budget

Indicative Budget components	EU contribution (amount in EUR)
Specific objectives 1, 2 & 3 Contribution to the UN Peacebuilding Fund Indirect management with Indirect management with an international organisation – UN MPTFO & UN Peacebuilding Fund - cf. section 4.3.1	6 000 000
Evaluation – cf. section 5.2 Audit – cf. section 5.3	will be covered by another Decision
Communication and visibility – cf. section 6	N.A.
Contingencies	0

¹⁵ www.sanctionsmap.eu. Please note that the sanctions map is an IT tool for identifying the sanctions regimes. The source of the sanctions stems from legal acts published in the Official Journal (OJ). In case of discrepancy between the published legal acts and the updates on the website it is the OJ version that prevails.

Total	6 000 000
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4.5. Organisational Set-up and Responsibilities

The action is managed by the European Commission's Service for Foreign Policy Instruments (FPI) as contracting authority, in collaboration with the European External Action Service (EEAS) and relevant EU Delegations.

In order to promote synergies with other actions, other relevant EU services will be regularly updated.

The Peacebuilding Support Office facilitates discussions with donors through a group of Top Donors. The Peacebuilding Support Office also regularly updates the Peacebuilding Commission on its work.

As part of its prerogative of budget implementation and to safeguard the financial interests of the Union, the Commission may participate in the above governance structures set up for governing the implementation of the action.

5. PERFORMANCE MEASUREMENT

5.1. Monitoring and Reporting

The day-to-day technical and financial monitoring of the implementation of this action will be a continuous process, and part of the implementing partner's responsibilities. To this aim, the implementing partner shall establish a permanent internal, technical and financial monitoring system for the action and elaborate regular progress reports (not less than annual) and final reports. Every report shall provide an accurate account of implementation of the action, difficulties encountered, changes introduced, as well as the degree of achievement of its results (Outputs and direct Outcomes) as measured by corresponding indicators, using as reference the logframe matrix (for project modality) and the partner's strategy, policy or reform action plan list (for budget support).

The Commission may undertake additional project monitoring visits both through its own staff and through independent consultants recruited directly by the Commission for independent monitoring reviews (or recruited by the responsible agent contracted by the Commission for implementing such reviews).

Roles and responsibilities for data collection, analysis and monitoring:

- All data will be collected and analysed by the UN Peacebuilding Support Office's Monitoring and Evaluation Team;
- External evaluations may be conducted by the group of top donors;
- Regular evaluations and thematic reviews will be conducted by the UN Peacebuilding Support Office.

5.2. Evaluation

Having regard to the nature of the action, an evaluation(s) will not be carried out for this action or its components.

In case an evaluation is not planned, the Commission may, during implementation, decide to undertake such an evaluation for duly justified reasons either on its own decision or on the initiative of the partner.

The evaluation reports, if relevant and appropriate, will be shared with the partner country and other key stakeholders following the best practice of evaluation dissemination. The implementing partner and the Commission shall analyse the conclusions and recommendations of the evaluations and, where appropriate, in agreement with the partner country, jointly decide on the follow-up actions to be taken and any adjustments necessary, including, if indicated, the reorientation of the project.

The financing of the evaluation shall be covered by another measure constituting a Financing Decision.

5.3. Audit and Verifications

Without prejudice to the obligations applicable to contracts concluded for the implementation of this action, the Commission may, on the basis of a risk assessment, contract independent audit or verification assignments for one or several contracts or agreements.

6. COMMUNICATION AND VISIBILITY

Communication and visibility is a contractual obligation for all entities implementing EU-funded external actions to advertise the European Union's support for their work to the relevant audiences.

To that end they must comply with the instructions given in the [Communication and Visibility Requirements of 2018](#) (or any successor document), notably with regard to the use of the EU emblem and the elaboration of a dedicated communication and visibility plan, to be completed for every action at the start of implementation.

These obligations apply equally, regardless of whether the actions concerned are implemented by the Commission, the partner country (for instance, concerning the reforms supported through budget support), contractors, grant beneficiaries or entrusted entities. In each case, a reference to the relevant contractual obligations must be included in the respective financing agreement, procurement and grant contracts, and delegation agreements.

Communication and visibility measures may be funded from the amounts allocated to the action. For the purpose of enhancing the visibility of the EU and its contribution to this action, the Commission may sign or enter into joint declarations or statements, as part of its prerogative of budget implementation and to safeguard the financial interests of the Union. Visibility and communication measures should also promote transparency and accountability on the use of funds.

The effectiveness of communication activities on awareness about the action and its objectives as well as on EU funding of the action should be measured.

Implementing partners shall keep the Commission and concerned EU Delegation/Office fully informed of the planning and implementation of specific visibility and communication activities before work starts. Implementing partners will ensure adequate visibility of EU financing and will report on visibility and communication actions as well as the results of the overall action to the relevant monitoring committees.

APPENDIX 1 REPORTING IN OPSYS

An Intervention¹⁶ (also generally called project/programme) is the operational entity associated to a coherent set of activities and results structured in a logical framework aiming at delivering development change or progress. Interventions are the most effective (hence optimal) entities for the operational follow-up by the Commission of its external development operations. As such, Interventions constitute the base unit for managing operational implementations, assessing performance, monitoring, evaluation, internal and external communication, reporting and aggregation.

Primary Interventions are those contracts or groups of contracts bearing reportable results and respecting the following business rule: ‘a given contract can only contribute to one primary intervention and not more than one’. An individual contract that does not produce direct reportable results and cannot be logically grouped with other result reportable contracts is considered a ‘support entities’. The addition of all primary interventions and support entities is equivalent to the full development portfolio of the Institution.

Primary Interventions are identified during the design of each action by the responsible service (Delegation or Headquarters operational Unit).

The level of the Primary Intervention is defined in the related Action Document and it is revisable; it can be a(n) (group of) action(s) or a (group of) contract(s).

Tick in the left side column one of the three possible options for the level of definition of the Primary Intervention(s) identified in this action.

In the case of ‘Group of actions’ level, add references to the present action and other action concerning the same Primary Intervention.

In the case of ‘Contract level’, add the reference to the corresponding budgetary items in point 4.4, Indicative Budget.

Option 1: Action level		
<input checked="" type="checkbox"/>	Single action	Present action: all contracts in the present action
Option 2: Group of actions level		
<input type="checkbox"/>	Group of actions	Actions reference (CRIS#/OPSYS#):
Option 3: Contract level		
<input type="checkbox"/>	Single Contract 1	
<input type="checkbox"/>	Single Contract 2	
<input type="checkbox"/>	Single Contract 3	
	(...)	
<input type="checkbox"/>	Group of contracts 1	

¹⁶ [ARES \(2021\)4204912](#) - For the purpose of consistency between terms in OPSYS, DG INTPA, DG NEAR and FPI have harmonised 5 key terms, including ‘action’ and ‘Intervention’ where an ‘action’ is the content (or part of the content) of a Commission Financing Decision and ‘Intervention’ is a coherent set of activities and results which constitutes an effective level for the operational follow-up by the EC of its operations on the ground. See more on the [concept of intervention](#).