UN/WB PCNA Review

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Annex II: Cross-cutting Issues

Disclaimer

The following report was developed during a consultative review of Post-Conflict Needs Assessments (PCNAs) carried out by UN Development Group Office (UNDGO) and the World Bank's OPCFS. This report has been prepared by Yannick Guégan, a consultant hired within Phase Two of the PCNA review to look specifically at the subject of Cross-cutting Issues as it relates to PCNAs (additional technical experts covered the areas of Security Sector issues, Conflict Sensitivity and Peacebuilding, and State-building).

Under the guidance of the Core Review Team, the author has drawn upon the stocktaking work from Phase One to contribute to the strategic guidance of Phase Two in his substantive area, including making specific recommendations for PCNA stakeholders. This was done through a comprehensive review of the Phase One case studies and past guidance, in-depth consultations with HQ and field based UN and WB staff, national partners, bilateral donors, civil society and other relevant actors. Findings and recommendations were reviewed, then selectively abridged and incorporated into the UN/WB PCNA Review Report *In Support of Peacebuilding: Strengthening the Post-Conflict Needs Assessment* and into the revisions of the PCNA Guidance and Tools, where relevant. This report, presented as an annex to the UN/WB PCNA Review Report, represents the author's own views as an individual with specific technical expertise. It does not represent the official views of the World Bank or the UNDGO, and should be viewed as an unofficial document.

PCNA Review
Cross-cutting issues

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Introduction

      a.   Definitions

In the Practical Guide to Multilateral Needs Assessments in Post-Conflict Situations, a cross-cutting issue is defined as an issue which affects all or a substantial number of sectors important for post-conflict recovery and therefore calls for a multi-sectoral approach.

In fact, various issues are having linkages across sectors, treating one as a "cross-cutting issue" is <u>a tactical choice</u> whose first consequence is presently that the issue will not have a (sub-) cluster of its own and that all concerned PCNA clusters will be expected to integrate related priority interventions in their reports and TRMs.

In this Cross-cutting Issues section of the PCNA Review, the analysis of current guidance and practices considers all past experiences when addressing an issue as cross-cutting. Specific chapters of the Review report are dedicated to Conflict analysis, State Building and Security which have been in some PCNAs treated as cross-cutting issues. The recommendations made in this report therefore concentrate on how to better <u>manage the cross-cutting approach</u>, referring mainly to the core cross-cutting issues i.e. Gender, Human Rights, Environment and HIV/AIDS. These recommendations could also apply to other context-specific cross-cutting issues if they appear in future PCNAs.

      b.   Key questions

It is considered that "cross-cutting issues such as Gender, Environment, Human Rights and HIV/AIDS are keys to addressing the root causes of conflict and as a result and affect a substantial number of areas important for post-conflict recovery. Accordingly, cross-cutting issues should be an integral focus of the PCNA. However, integrating these in PCNA processes and related tools including the synthesis report as well as individual cluster/sector analysis has been a challenge."[1]

In regard to cross-cutting issues, the interventions that can realistically take place during the first period of the post-conflict phase are mostly related to capacity and institutional building, detailed situation analysis, and development of partnerships. Only immediate interventions linked to provision of services can be implemented that can address specific vulnerabilities and crisis created by the conflict itself (as SGBV, Human rights violations…) or during the immediate post-conflict situation (HIV/AIDS and DDR, return of refugees and IDPs…), or that can bring an immediate and visible peace-dividend (as protection, care of victims of abuse, orphans and vulnerable children, safety nets for affected communities and families as young and women single households…).

The continuation of such services provided through the humanitarian response should be made sustainable as there is a risk that their availability could reduce when the situation stabilizes and humanitarian interventions are scaling down. On the other hand, the mandate of development agencies concerned make them proposing comprehensive plans that risks to increase the expectations but that cannot be implemented due to the lack of absorption capacities and competing demands from various sectors.

When a comprehensive analysis has to be conducted, key cross-cutting issues priorities and multi-sectoral strategies that need and can feasibly be implemented during the stabilization phase have to be identified. This has to be done in coordination with all relevant sectors, ensuring that these priorities are reflected in the final synthesis report and TRMs, in order that required interventions can be funded, implemented and monitored.

Therefore, an appropriate methodology has to be developed and constraints overcome to ensure that the cross-cutting issues expertise of in-country partners is made available, that most of the time allocated to assessing, strategizing, prioritizing and sequencing, is not absorbed in the preparation of a comprehensive situation and needs analysis through collection and synthesis of baseline information mostly already

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[1] Terms of Reference – PCNA Review Phase Two – Consultant with expertise in cross-cutting issues / strategic planning

available in country, and that the key priorities, objectives and strategies are defined in a way that the management of their implementation (M&E) is facilitated during the implementation phase.

1) Review of current guidance and practices

a) Existing Guidance and tools

The Practical Guide to Multilateral Needs Assessments in Post-Conflict Situations was made available after the Inception Workshop during the last phase of the Sudan JNA. A small chapter (3.9) is dedicated to the integration of cross-cutting issues, indicating that these issues are affecting all or a substantial number of sectors important for post-conflict recovery and should therefore be considered in every cluster/sector analysis, but no methodology to do so is provided. Some typical cross-cutting issues are listed as Gender, Environment, Human Rights and Security. This guide was made available to experts during the Somalia JNA but it appears that it has rarely been used as a reference; and the annexes/tools are not known to PCNA practitioners.

The Operational Note on Transitional Result Matrices only mentions Cross-cutting issues in a Key Lessons box recommending that a smaller committee should be established to ensure cross-cutting issues are considered and to identify the "priorities of priorities" for the overall matrix. The cross-cutting issues are not described when Environment is listed as one of the possible sectors/ clusters according to country's priorities. Nevertheless, this Note has not been widely shared during the PCNAs.

For each cross-cutting issue, a specific UN agency has been asked to take the responsibility to provide advice, experts and HQ support: OHCHR for Human Rights, UNIFEM for Gender, UNEP for Environment, and UNAIDS for HIV/AIDS. Cross-cutting issues Check-lists per sector have been developed in order to facilitate the identification of entry-points and suggest specific interventions to be taken in consideration by Clusters. Nevertheless, these check-lists have been seen as too comprehensive by the cluster leaders, not providing clear priority interventions to be included in the reports and TRMs.

In addition, a Gender Guidance note has been developed during the Sudan JAM, and fine-tuned during the Somalia JNA. UNEP has recently produced a Review of Lessons Learned for Environmental Needs and Priorities. OHCHR is developing a guidance note. UNAIDS has recently proposed to provide input for the revision of the PCNA Guidelines.

b) Criteria used for the identification of a cross-cutting issue

Human Rights, as well as **Gender,** have been consistently addressed as cross-cutting issues in all PCNAs as part of the United Nations "non-negotiable" norms and standards[2]. Women suffer from violent conflict in particular ways when they also can contribute their unique skills and capacities to the peace process and the denial of human rights frequently leads to conflict.[3] Approaching these issues as sectors is seen by mandated agencies as a risk to side-line them.

Addressing these two issues can be difficult in some contexts due to cultural and/or political sensitivities. Consequently, it can be argued that it has been seen more acceptable to national partners to accept these issues to be mentioned and dealt with as cross-cutting when not giving them a sub-cluster anchorage. The consequence is that national, as well as international partners, have a tendency to deal with them as an optional add-in.

As armed conflicts usually cause significant damage to the natural environment and that the control of territory and natural resources are among the key issues leading to violent conflict, **Environment** has also been consistently identified as a cross-cutting issue.

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[2] The United Nations Security Council Resolution 1325 calls for Human Rights and Gender sensitive approaches in all development planning. In addition, the Resolution 1308 identifies HIV/AIDS as a security issue.

[3] The Practical Guide to Multilateral Needs Assessments in Post-Conflict Situations, chapter 3.9

HIV/AIDS has also been included as a cross-cutting issue in countries with a high prevalence rate. Additional context-specific cross-cutting have been: **Drug Control** and **Private Sector Development** in the case of Afghanistan, and **Forestry**, **Shelter and Urban Management** in the case of the Liberia.

In the most recent PCNAs, the following have also been addressed as cross-cutting: **Crisis Prevention** in Haiti, **Conflict Analysis** in Sudan, and **Peace Building, Reconciliation and Conflict Prevention** as well as **Capacity Building and Institutional Development plus Anti-corruption Initiatives** in Somalia. In fact, these strategic issues were the overarching goals of these PCNAs and have become the pillars on which the Somalia synthesis report is being built.

Cross-Cutting Issues		Timor-Leste	Afghanistan	Iraq	Liberia	Haiti	Sudan	Somalia
Human Rights	*Standard*		X	X	X	X	X	X
Protection					X			*
Gender			X	X	X	X	X	X
Environment			X	X	X	***	X	****
Capacity Building and Institutional Development	*Common*							X
Crisis Prevention						X		
Conflict							X	
Peace building, reconciliation and conflict								X
HIV/AIDS	*Country-Specific*				X	X	X	**
Drug Control			X					
Private Sector Development			X					
Forestry					X			
Shelter and Urban Management					X			

<-> Human Rights and Gender as One cross-cutting issue in Somalia JNA
*   Sub-cluster Protection of Vulnerable Groups in BSS Cluster Somalia JNA
**   Dealt with as a sub-cluster (in Basic Social Services Cluster)
*** Dealt with as a sub-cluster with cross-cluster linkages
**** Integrated in Productive Sector and Environment Cluster

c)   Results achieved

The cross-cutting issues are identified as key / strategic in the PCNA Concept Note by national authorities and international partners, therefore, the related priority interventions should be included in the TRMs. Nevertheless, in despite of efforts made (use of check-lists, interaction with clusters and review of draft reports with provision of comments and inputs), the cross-cutting issues are only in some cases mentioned in the narrative reports, but hardly translated in the TRM, therefore neither budget nor indicators for monitoring the implementation of priority interventions are provided.

In **Somalia**, the cross-cutting issues experts, apart for Gender, have come on board only after the assessment process, due mainly to the reluctance of the transitional government, and their interventions have been limited to the provision of input for the preparation of the cluster reports. Nevertheless, the cross-cutting issues have finally become the pillars on which the synthesis report is being built.

In **Sudan**, the synthesis report includes several references to cross-cutting issues as Conflict, Human Rights (with actions to integrate promotion and protection of human rights into policies), HIV/AIDS (with baseline situation and programs focusing on preventive action and multi-sectoral approach), Environment (each cluster proposing activities related to environmental sustainability) and Gender (attention given to the issue throughout the reports). Nevertheless, the identification of cross-cutting priorities was limited in

the TRM. Targeting gender equity as in education was more easily accepted than addressing violence against women.

In **Liberia**, the synthesis report included short 1-2 pages summaries of key issues and priority outcomes for each cross-cutting issue, and related interventions appear in some cluster matrices.

In **Haiti**, the integration of Gender was considered successful and Gender appears as "women status and rights" as well as HIV/AIDS in the supplementary matrix on cross-cutting issues but are not integrated in the main ICF Matrix. Environment was more successful, being integrated in the ICF Matrix due to the fact that it was dealt with as a separate Theme with cross-cluster linkages.

In **Iraq**, although cross-cutting were presented on one-page synthesis papers, the sectoral chapters in the final report make little reference to them and no budget was allocated although the synthesis report dedicated one chapter to gender, human rights and environment.

In **Afghanistan**, gender and human rights were not highlighted in the final report, but are mentioned in some chapters.

PCNAs represent a crucial opportunity for cross-cutting issues to be mainstreamed in all sectors, which is still a challenge in other development contexts. It is difficult for cross-cutting issues advisors to convince, during the limited time of a PCNA process, the various clusters to include specific interventions in their own strategies and TRMs. It has been experimented by UNEP that when **Environment** was given a sub-cluster anchorage, as in Haiti, and the ability to develop cross-cluster linkages, the work was facilitated as the cross-cutting expert could identify the priority interventions related to his field in a multi-sectoral approach, and negotiate with Clusters the cross-cutting environmental priorities which can be included in their own TRMs, and the ones which should instead be included in the Environment sub-cluster.

Regarding **HIV/AIDS**, switching from a cross-cutting approach as in Haiti, Liberia and Sudan, where the results have been unsatisfactory, to a sub-cluster approach as in Somalia has not proved either a success. HIV/AIDS was limited to its own sub-cluster, anchored in Basic Social Services, and had difficulties to mainstream the issue into the other clusters. In addition some main recommendations, as the necessity to involve the private sector as well as the humanitarian actors, were not taken in consideration in the draft Cluster report.

Options:

The various cross-cutting issue partners in-country could synthesize their various analysis, approaches and plans before a PCNA starts. This would save time for the PCNA experts and will give them the possibility to concentrate on prioritizing / sequencing, and advocating when providing direct inputs to the various clusters. This applies specifically to HIV/AIDS as most of the countries have already developed a Strategic plan, established a multi-sectoral commission and secured various sources of funding.

These considerations also apply to **Human Rights and Gender**: if treated both as a cross-cutting issue and as a (sub-) cluster, the possibility to have priorities identified, according to the PCNA cluster framework, in their own TRM would facilitate their funding. This funding could then be channelled during the implementation phase to the respective Sectors, giving the multi-sectoral coordination body possibility to support, initiate, monitor and evaluate the overall implementation.

Consequently, to provide the necessary coordination and monitoring services, a multi-sectoral entity needs to be established. If not anchored in a specific cluster, it is not obvious which sector / Cluster should integrate that priority as a multi-sectoral committee cannot be linked to a specific Cluster (here again, the HIV/AIDS experience has shown that when coordinated from the health sector, the response to the epidemic was facing major constraints to become multi-sectoral). Governance could be an option but it could be wiser to allow the existence of a sub-cluster, possibly anchored in a Cross-cutting Issues Cluster. This would also facilitate the exchanges of experiences and know-how across cross-cluster issue advisors, and give more weight to their input when being represented by a Cluster leader. Nevertheless, if too many cross-cutting issues are identified, it could be difficult to create as many committees in the first two years / stabilization phase.

    d)   Main constraints faced

i) Competence of Cluster leaders in cross-cutting issues

The sensitivity of PCNA experts to gender issues and the understanding of what a human rights approach consist of are not fully developed. This is also the case regarding HIV/AIDS: it is often considered that a prevalence rate of 1% is "low" when it indicates in fact a generalized epidemic. Regarding environment, it is not fully understood that the long-term consequences of neglecting the issue has an immense potential impact on stability and future development.

ii) Competing interest of agencies involved

The mandate and interests of agencies involved in these issues makes them willing to have them mainstreamed in all sectors, in a comprehensive approach, with the risk to dilute them in the final synthesis report. The existence of parallel planning and programs lead the agencies to expect that the cross-cutting experts recruited by them will reflect existing strategies in their reports and inputs, and possibly access to additional funding. The fact that PCNA experts have to satisfy two or more supervisors, the PCNA Coordination and their own agencies supervisors, often put them in an inextricable situation. Various agencies are mandated regarding cross-cutting issues, though their analysis of priorities may differ.

iii) Linkages with parallel processes

In Liberia, UNMIL was not fully involved in the PCNA and useful inputs from the Gender, Human Rights and Recovery Units have not been provided. Inter alia, it could have helped to define security in a much broader sense (not only people in arms).

In most of the PCNAs, the links with Humanitarian interventions, which will continue during the transition phase and possibly later, is unclear, or missing, although many "humanitarian" NGOs were involved in the implementation of the RFTF in Liberia. Various interventions could be initiated by Humanitarian actors if hand-over to development actors could be ensured (as protection, gender and human rights related interventions, provision of ARVs for people with AIDS…). The initial situation analysis would also be facilitated. It should be explored how PCNAs could provide the frame for Humanitarian early recovery planning.

Most of the donors do not have specific funding mechanism for transition, and the separation between "Humanitarian" / Short-term interventions and "Development"/long-term (different channels, funding, contacts / partners) creates a grey-zone in which few agencies are able to invest in. Humanitarian actors are now considering early recovery to establish bridges to a most "comprehensive response" but their capacity to design, fund and implement such interventions may be limited. On the other hand, Development partners have themselves a limited understanding of what constitutes interventions in emergency settings, and have difficulty to link with what is already ongoing in the field, especially regarding issues as protection, human rights, gender, HIV/AIDS, etc.

The different vocabulary / concepts / paradigms makes the things more complicated: there is a lack of a common language. The recent "cluster approach" to design and manage interventions, an outcome of the "Humanitarian review", redefining multi-sectoral roles of agencies, and assigning a lead role to one per sector, could be an entry point to clarify links between short-term interventions and longer term development. A document aiming at identifying these linkages has been developed by the Somalia RC office. Coordinating bodies (UNDG / ECHA) through the Transition working group could facilitate this process.

The fact that other funding sources are already secured –as GFATM for HIV/AIDS- may lead the agencies concerned to consider the PCNA as only another possible source of funding, therefore not ensuring sufficiently that existing key interventions are integrated in the PCNA TRM, which will make the overall monitoring of implementation incomplete.

iv) Identification of key priorities

The complexity of defining key sectoral priorities gives limited space and time for PCNA Cluster leaders to take cross-cutting issues, as well as cross-cluster linkages, in consideration, nevertheless, there is generally a recognition –if sometimes limited- of their importance, therefore, it would be strategic to ensure

that priority is given by cross-cutting experts to the development of policies, regulations and legal framework, as well as institutional and capacity building, providing the basis for longer term interventions targeting MDGs, therefore limiting their input to the key relevant sectors.

As cross-cutting issues can only be addressed through a multi-sectoral approach, coordination and monitoring cannot be left to a specific sector, although linkages with Governance are a priority. The international response to HIV/AIDS has demonstrated that multi-sectoral national committees are needed to organize and support a multi-sectoral response. Advocacy for high level commitment of national authorities and civil society leaders, support to the development of policies and regulations, gathering of strategic information, development of multi-sectoral strategic plans, mobilization of resources and overview of implementation can only be achieved through the creation of multi-sectoral / multi-partners committees or agencies. Specific additional interventions that can be achieved during the stabilization phase can be identified during the assessment phase. The Concept Note articulates the reasons and expectations for having cross-cutting issues included; input from cross-cutting experts could be provided at this stage.

v) Ensuring that Cross-cutting issue inputs are taken in consideration by Clusters during the assessment phase and writing of Cluster reports, synthesis report and TRM.
Cross-cutting experts cannot physically be in contact with all sectoral experts involved in the PCNA. It is also impossible for them to review all draft produced to ensure that their input has been taken in consideration (there were 34 sub-clusters plus 8 cluster reports in Somalia). They are also generally not involved in the preparation of the synthesis report.

Cross-cluster linkages also exist across various sectors, but it has been very difficult in the course of past PCNAs to ensure that Clusters are sharing and discussing strategies when identifying cross-linkages. The fact that experts are often only acknowledgeable in their particular field of expertise can explain the difficulty to understand concerns of other sectors and how their own field is linked to others. This is often exacerbated by the fact that their funding agency may only be interested in obtaining funding for the interventions they are concerned with, and do not wish that their present planning is being questioned and consequently revised. The tendency of Clusters is to concentrate on their sectors and to give attention to the cross-linkages, as well as to the cross-cutting issues, only at best, as a second-thought.

vi) Ensuring that cross-cutting priorities are reflected in the synthesis report and TRM

 This has not been possible in the past except when Environment has been addressed both as a cross-cutting issue and as a cluster in Haiti where costed priority interventions with indicators for monitoring were incorporated in the TRM. This approach could be replicated for other cross-cutting issues, but as it is difficult to identify a cluster where these issues would fit, it could be envisaged that a Cross-cutting issues Cluster is created in future PCNAs.

vii) Being strategic and / or being comprehensive

The request made to Cross-cutting issues experts to produce an analysis of the situation, identify priority interventions feasible in the stabilization period, provide input to all clusters, review each of the drafts produced to mainstream their concerns is a very-demanding and quasi-impossible task. In addition, these experts do not have the necessary sectoral expertise to identify relevant entry points to address specific needs in each sector. It is therefore necessary to ensure that most of the time allocated to assessing, strategizing, prioritizing and sequencing is not absorbed by experts in the preparation of a comprehensive situation and needs analysis through collection and synthesis of baseline information mostly already available in country. Cluster leaders are presently working on strategies only at the last stage of the PCNA process, when sub-cluster reports have been produced and Cross-cutting issues priorities communicated. Good-quality sector work may get diluted, distorted or discarded in the editing phase, when sector pieces are merged into cluster chapters, and then condensed and collated into the final report.

viii) Field assessments are a logistical nightmare and produce limited results

It is a nearly impossible task to assess the needs of all sectors in various country areas in the limited period of time of a PCNA. The field visits should therefore be more focused on getting a sense of existing

absorption capacities, explore information gaps and confirm / infirm assumptions made, when taking in consideration that these field visits are part of the PCNA communication strategy (which would better be explicit) aiming inter alia at giving a sense of a bottom-up approach when managing expectations.

ix) Lack of management tools

The existing PCNA Guidelines and TRM Notes are lengthy and not utilized. They are not appropriate for an exercise which lasts only a short period of time during which the experts have a tendency to concentrate on their own technical issues and are not willing to read guidance documents which discuss all aspects of a PCNA.

x) Implementation issues

Identification of indicators is crucial, and this should not be left entirely to cross-cutting experts coming on board, agencies with specific cross-cutting issue mandate should be able to provide a minimum set of indicators to be used in any given context, and provide in addition suggested indicators to be selected according to the context (as part of Operational Guidelines).

The lack of transparent information on funds made available, multiple channels, activities of other partners as INGOs, hampered the capacity of National authorities / coordination structures to follow-up / monitor the implementation. The need for a proper M&E system, to overview the implementation of the TRMs through various funding channels (including but not limited to MDTFs) is seen as crucial at central as well as at local level, including for better managing expectations.

The PCNA process provides an opportunity to develop knowledge and know-how of national partners. It has been difficult in past PCNAs to identify counterparts who will stay on board after the PCNA process has ended and be available to support the implementation.

2) Prevailing context: impact on the PCNA process

a) Cross-cutting issues as factors in post-conflict settings

i) Gender

Five years ago, the UN Security Council adopted Resolution 1325 on Women and Peace and Security which give unprecedented legitimacy to an international peace-building agenda for women. Governments and UN bodies have committed to increase women's protection in crisis and support their role in conflict prevention and recovery.

On one hand, the reality for women in conflict situations has grown increasingly brutal as the scourge of HIV/AIDS accumulates and interacts with the effects of poverty, natural disasters and environmental degradation. Today, women in crisis have perilously little protection or access to services, justice, economic security or citizenship. Delivery to meet basic needs and safeguard fundamental rights is unrepentantly lacking.[4]

On the other hand, women can act as agents of change and their influence through women's associations and non-governmental organizations can help ease tensions by communicating across political affiliations and ethnicity and by working to persuade men to accept peace. Efforts that specifically empower women peacemaker, giving them space for getting involved in policy making and encouraging women and girls to become involved in peace and civil society building are essential for early recovery and development.

ii) Human Rights and Protection

Countries in post-conflict are generally facing a protection and human rights crisis. If attention is not given in the short term, mistrust is inevitable, and a recurrence of conflict becomes possible. Protection of the right of life, liberty and security of the person, equality and non-discrimination, participation and inclusion, accountability and the rule of law are crucial. It must be recognized that governments bear the responsibility to protect their own citizens.

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[4] BCPR Gender Review 2006

Most urgent human needs to be addressed in a post-conflict context are protection, protection capacity development through monitoring, information collection, analysis and exchange, comprehensive family tracing and reintegration services for children separated from their families, policy and related medical, psycho-social and economic interventions and legal redress, when possible, for victims of sexual and gender-based violence, reproductive health including HIV/AIDS prevention, treatment and care, attention to livelihoods of young and female headed households, access to equal education and information.

In addition, consideration of relevant transitional justice mechanisms will also be important. There will be no lasting peace without an accounting for past crimes (e.g., war crimes, crimes against humanity and serious violations of human rights law). Timing is key since addressing crimes of the past requires certain conditions, such as an end to the conflict and meaningful political will to ensure a full accounting for such crimes. In addition to prosecutions, truth-seeking processes, other mechanisms may also be appropriate, including community-driven peace-building programmes based on traditional methods of conflict resolution when acceptable and the vetting of public actors from institutions of justice.. National capacity building will be essential. But most importantly, it must be noted that transitional justice is long term goal. Transforming institutions, laws and cultures is generational so managing expectations is essential.

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iii) Environment

Environment issues are often at the roots of conflicts, and have an important role in the economies of post-conflict countries and populations' livelihoods. Direct environmental impacts of conflict, including chemical contamination, the destruction of waste disposal systems and contamination caused by munitions used, could threaten human lives in the short term, as well as private sector investment, livelihoods and ecosystem services in the medium term. Recovery and reconstruction processes, which often spark periods of "hyper-development", can have environmental impacts. For example, reconstruction demands for wood (such as for housing, fuel and brick making) can cause widespread deforestation, creating vulnerability to new disasters such as floods or landslides.

Where conflict analyses are conducted, particular attention has to be paid to the links between environment, conflict and peace consolidation. Overlooking or failing to prioritize environmental needs adequately presents risks to human health, livelihoods and the maintenance of ecosystem services. Bearing in mind the important role environment plays in populations' lives and the economies of most post-conflict countries, all of these risk factors can negatively impact sustained peace and recovery.[5] Pre-existing chronic environmental problems pre-dating the conflict, e.g. land degradation, must be addressed in order to ensure sustainable recovery and reconstruction, especially where they affect livelihoods.

iv) HIV/AIDS

AIDS today kills many more people than any current conflict. AIDS affects and eventually breaks down community structures. Public administration, governance and social services can become unsustainable in the process, and both coping capacity and policing capacity are reduced. As a result, communal conflict is likely to increase, which is particularly true for areas with a history of violence and armed conflict.

HIV/AIDS also has a direct impact on military capacity. Among male population groups, military and police report the highest risk behaviour and number of partners. Sexually transmitted infection rates among military personnel are two to five times greater than those in civilian populations in peacetime. These figures increase dramatically during conflict. In some countries with adult HIV prevalence rates of 20%, as many as 50% of military personnel could be HIV positive. The potential loss of experience, skills, and training capacity within the uniformed services can seriously affect military readiness.

The UN Security Council Resolution 1308 (2000) recognize the security implications of HIV/AIDS and highlight the potential threat the epidemic poses for international security, particularly in conflict and peacekeeping settings. The increased international attention on HIV/AIDS in the context of security signals a shift from the traditional understanding of security as the absence of armed conflict to a wider definition of human security, which encompasses the fundamental conditions for people to live safe, secure, healthy and productive lives.[6]

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[5] UNEP / PCNA_review_submission
[6] UNAIDS website

v)   <u>Conflict Analysis</u> (or <u>Peace Building, Reconciliation and Conflict Prevention</u>)

Conflict Analysis has been recently seen as crucial to inform the PCNA teams of the political context, its evolution and the potential impact on various sectors and strategies. It is also a sign that PCNAs have move from a pure technical planning exercise to a more political one aiming at supporting the peace making process.

Conflict analysis tools are not well-developed, particularly in respect of the links between environment / natural resources, conflict and peace building. The conflict / risks analysis which should take place before the development of the PCNA Concept Note should integrate cross-cutting strategic issues.

See PCNA Review report Annex III: Conflict Analysis and Peacebuilding

vi)   <u>Security</u>

The PCNA guidance note is somewhat ambivalent with regard to security and suggests that it be considered a cross-cutting issue, whereas the TRM is clear on the need to deal with security as key cluster or sector issue in its own right. Security has been a Governance sub-cluster in recent PCNAs and has not been dealt with as a cross-cutting issue.

Better linkage to economic and social services delivery activities will result from a recognition at policy level that such a linkage is needed and from the establishment of implementation, monitoring and management structures in which security input is envisaged.

See PCNA Review report Annex IV: Security Sector Issues

vii)   <u>Capacity Building and Institutional Development (plus Anti-corruption Initiatives)</u>

Capacity building is seen as a pre-condition for initiating a PCNA which provides a great opportunity to create the basis for developing a minimum absorption capacity and initiate a transfer of knowledge and know-how to counterparts (with the difficulty to ensure that these will stay on board during the implementation phase).

See PCNA Review report Annex V: State Functions and Stabilization

  b. Proposed criteria for identifying a cross-cutting issue in future PCNAs

During the conflict analysis exercise, it will be ensured that cross-cutting issues are given sufficient consideration. In the case for natural resources and the environment, the linkages to conflict in terms of triggers, extending or contributing factors will be clearly analyzed. The conflict analysis tool will help facilitate the prioritization process.

It is also expected that the methodology proposed below will allow a better integration of cross-cutting issues priorities in future PCNAs.

The following criteria are proposed, the first one being mandatory, in addition to at least one of the others:

- The issue <u>affects</u> all or a substantial number of sectors and requires a multi-sectoral approach.

and/or
- Addressing the issue is <u>mandatory</u> in any United Nations development planning and cannot be addressed otherwise than being treated as a cross-cutting issue.

and/or
- It has been one of <u>the root causes of conflict</u> and addressing that issue will <u>contribute to stability</u> in the short term.

and/or
- If not addressed it will have a <u>long term impact</u> on development.

and/or
- The post-conflict context provides <u>opportunities</u> not to be missed to establish multi-sectoral institutions and/or develop specific interventions (as HIV/AIDS in IDP settings, DDR…).

It should be noted that OHCHR is of the view that in circumstances in which governments fail in their responsibility to protect their citizens from genocide, war crimes and crimes against humanity (e.g., Darfur), PCNAs should not proceed.

If the only goal for identifying an issue as cross-cutting is for <u>advocacy</u> purposes during the PCNA with no strategic priority to be proposed, this should be made clear to the experts involved in order to allow them to define communication strategies identifying strategic opportunities for raising the issue and concentrate less on trying to have the issue mentioned in various cluster reports.

3) Addressing cross-cutting issues in the PCNA/TRM

In order to overcome the constraints identified, the following recommendations are made:

<u>i) To strengthen the competence of Cluster leaders in cross-cutting issues</u>:

1 - Induction / **training of PCNA practitioners** before the PCNA process starts, through the cross-cutting issues advisors who should be already on board at this period and Cluster leaders to be briefed in detail on the content of the concept note and its implications on the way they are going to work in regard to cross-cutting issues.

<u>ii) To address the competing interest of agencies involved and ensure human resource / expertise availability:</u>

2 - Ensure the **independence of experts** who will report to PCNA Management Team. Recruitment to be made through the PCNA secretariat with recommendations from Agencies, they could be agency staff or consultants from a PCNA Roster with a multi-sectoral profile, PCNA experience and regular training. Funding to UNDGO/WB should be secured to ensure **Jump-start capacity** and maintain the PCNA experts on-board (need to explore modalities).

UNEP's vision would be to have one UNEP staff member responsible to manage each PCNA engagement. This person would be supplemented by other UNEP experts as well as consultants selected from a roster. The task team would be selected according to their environmental knowledge, regional expertise and training in FCA/PCNA/TRM methods.

UNEP envisions one person to be in-country on a full time basis to engage in the PCNA process and to feed in the expertise in to the process. Given that this person would need to tap in to the UNEP pool of expertise and be a member of the UNEP team, he/she would need to report to the responsible staff member as well as reporting to the PCNA coordinator, recognizing that dual reporting lines are always a challenge. Nevertheless, UNEP does not want to see is the PCNA coordinator independently selecting an environmental expert which lacks a connection to the UNEP task team, considering that this would not only be counterproductive, but it would also fail to incorporate the institutional knowledge that UNEP is gaining in this area and undermining UNEP capacity building efforts.

3 – Complementary funding (from agencies or donors if required) for cross-cutting issues covered by agencies with limited capacity to field experts, as UNEP, UNIFEM… should be channelled through the **PCNA budget**. Central funding should be made available specifically for cross-cutting issues, and the possibility of designating lead agencies to find funding for experts whose selection will be signed off by, and who will report to, the PCNA coordinators during the process.

UNEP proposed that cross-cutting agencies agree in writing to support the PCNA process with a clear TOR and reporting lines as well as to commit up-front to be in country for a certain amount of time.

<u>iii) To establish linkages with other processes:</u>

4 – Ensure that DPKO is providing its expertise and explore possible **linkages between the Humanitarian and the PCNA Clusters** to facilitate transfer of knowledge and hand-over (UNDG/ECHA).

iv) To facilitate the identification of key priorities providing guidance and tools:

5 - Develop **Operational Guidelines/Tools for each cross-cutting issue** including proposed Key Priorities per sector with elements for costing; indicating what should be achieved during the Stabilization period as crucial to create the basis for future development interventions. These tools should include a limited number of mandatory interventions for the 2-years stabilization period, presented in a **TRM format**, including the creation or strengthening of multi-sectoral entities and the conduction of detailed situation analysis, with additional key interventions at policies, regulations and legal framework levels, plus additional suggested priorities to be selected according to the context. **One lead Agency** per cross-cutting issue should be given the responsibility to develop those ensuring interactive collection of input from all concerned partners / agencies (not limited to UN and WB: see IASC example).

To identify **relevant and manageable indicators** is crucial, and this should not be let entirely to PCNA cross-cutting experts. A minimum set of indicators to be used in any given context should be provided, as well as additional suggested indicators to be selected according to the context as part of the Operational Guidelines.

UNEP is proposing that each agency responsible for cross-cutting issues should establish a series of <u>case studies</u> on best and worst practices in terms of post-conflict management of their issue.

The<u> case studies would be the foundation for the TRM basket of possible interventions</u>. The case studies should also point out the potential risks of inaction and how failing to address an issue could undermine stability, this means <u>moving the cases and arguments down to an operational level that technical people will understand.</u>

6 - Ensure the **participation of cross-cutting experts to the development of the Concept Note** in regard to cross-cutting issues, and based on the priorities informed by the conflict analysis results, as this will condition the approaches taken during the process.

v) To ensure that Cross-cutting issue inputs are taken in consideration by Clusters during the assessment phase and the preparation of Cluster reports:

7 - Ensure that **strategy building meetings** are taking place regularly during the PCNA process involving PCNA Management Team, Conflict analysis advisor and Cluster Leaders to discuss strategic issues, utilizing the **TRM as a tool** to synthesize the priorities identified along the process, allowing cross-cutting experts to redirect the attention of Cluster leaders when required.

8 - Ensure **funding to cope with budget limitations of Agencies**/ National Government counterparts to provide expertise and advise until completion of the process (not necessarily full-time, but at least during crucial phases: first and last), ensuring the transfer of knowledge and know-how to national counterparts.

vi) To ensure that cross-cutting priorities are reflected in the synthesis report and TRM:

9 – Each cross-cutting issue should be anchored in a **sub-cluster** (possibly in Governance cluster for Human Rights and Gender, Social Services for HIV/AIDS…) to ensure implementation of identified priority interventions and allow M&E. If required by the PCNA context, it could also be envisaged to c**reate a Cross-cutting issues Cluster**, when making clear that the other Cluster have the responsibility to integrate priority interventions relevant to their sector with the support of Cross-cutting issues experts. (To be part of **Cluster leaders TOR**).

vii) To be strategic when being comprehensive through pre-assessment prior to PCNA:

10 - Preparation of a **comprehensive situation and response analysis** (desk review of existing strategies and planning, priorities, ongoing interventions, implementation constraints faced, information and programmatic gaps identified, and funding available) **for each cross-cutting issue during the Watching Phase** or immediately after the decision to conduct a PCNA is made.

This work should be coordinated by a **lead-agency** collecting inputs from other partners with similar mandates, so that technical issues are studied and clarified in detail and political discussions are held during the PCNA on an informed basis.

This analysis should to be presented according TRM formats **with Cluster linkages identified** and a bibliography as well as copies of key documents on a CD-Rom for the PCNA Website / Information Management System.

11- **Cross-cutting advisors** should be **more strategists than technicians,** with a multi/cross-sectoral vision and PCNA experience. Create and maintain a living **Roster.**

viii) To make field visits/assessments part of a communication strategy:

12 - Develop a **PCNA communication strategy**, based on an initial **mapping of local structures, entities and channels of communication,** as soon as the Concept Note has been produced, making explicit the role of PCNA participants in that regard and **organize the field visits accordingly**, ensuring that key messages are passed. Develop **tools** (as open-questionnaires) **and support for collection of inputs** prior to field assessments and meetings.

13- Take in consideration **all national stakeholders views**, and have transitional authorities accepting that opposition groups are involved in the process for participation and dialogue. Civil Society (Private sector (!), NGOs, CBOs, Universities, religious leaders, opposition groups…) involvement should be facilitated, as well as collection of input from international NGOs, Foundations, and multi-lateral sources of funding…

ix) To make management tools available:

14 – Develop a **PCNA Information Management System** which will include process management tools, website and e-workspace, scoreboards for identification of priorities and cross-linkages, links to PCNA knowledge base, bibliographies, key contacts etc. that will be made available before the process starts It will include the key guidance and tools from the PCNA Guidelines and TRM Note presented in a user-friendly manner. The development of these tools should take place immediately in order to be available for the next PCNA (to be developed with support from Private Sector expertise). The IMS will then be handed-over to support the management of TRM implementation.

15 - The **PCNA Management Team should include an IT expert** able to manage these tools, provide support to PCNA experts as required, and produce synthesis / scoreboards for the Management team, Steering Group and partners, and able to facilitate brain-storming meetings. If the political situation requires most of the attention of PCNA coordinators, a **management advisor** should be made available for the duration of the PCNA process (supervising all PCNA secretariat functions, including logistics, as well as Clusters work to ensure common strategic approaches).

x) To address implementation issues:

16 – Develop an **additional implementation management module** to the PCNA Information Management System.

17- Identify at the beginning of the PCNA process **national counterparts** who have great chances to stay on board during the implementation phase and who will profit from the transfer of knowledge and know-how from experts and partners.