CONFLICT-AFFECTED ENVIRONMENTS:
NOTES FOR GRANTMAKERS

PHILANTHROPY for
SOCIAL JUSTICE and PEACE

www.thesocialchangeinitiative.org
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INTRODUCTION

With more than a billion people living in areas ravaged by conflict, with severe poverty prevalent in unstable regions, and with increasing numbers of refugees fleeing violence, the human misery caused by conflict cries out for action. A core objective of this guide is to highlight the positive contribution that independent grantmaking Trusts and Foundations can make to peacebuilding. Clearly all grantmaking decisions have consequences and these can be particularly marked for good or ill in a violently contested society. This guide addresses the issue of ‘Do no Harm’, but does so in the broader context of recognizing that independent philanthropy has the flexibility and imagination to do much good. This guide is made up of five sections: 1) Understanding the context of peacebuilding, 2) Philanthropic interventions in the cycle of conflict, 3) Where are the women? 4) What we have been told by NGOs and funders engaged in work in conflict-affected environments, 5) What we have learned.

SECTION 1 - UNDERSTANDING THE CONTEXT: DO NO HARM

“More than 1.5 billion people live in countries affected by fragility and conflict. Poverty rates in these countries average 54%, in contrast to 22% for low-income countries as a whole. Most fragile and conflict affected countries face particularly severe development challenges such as weak infrastructural capacity, poor governance, political instability and frequently, continuing violence or the legacy effects of past severe conflict.”


The Institute for Economics and Peace in its 2015 Global Peace Index Report states that the economic cost of violence is US$ 14.3 trillion (13.4% of GDP) – equivalent to the combined economies of Brazil, Canada, France, Germany, Spain and the United Kingdom. Compare that with the budget available to peacebuilding... Funding for transitional justice and peacebuilding amounted to US$ 29.3 million (2%).

Foundation Center (2014)

Protracted violence results in poverty and human insecurity as well as mounting numbers of people killed or injured. The burden of the impact of violence is not evenly shared either between groups of people or states; and terminology such as ‘fragile states’ can hide a multiplicity of factors. These can include instability due to the legacy of externally determined borders, control of natural resources, weak and/or unaccountable domestic governance alongside struggles over identity, territory and power. The consequences of conflict can be felt far beyond those regions directly affected, making investment in peacebuilding critically important in order to contribute to a new paradigm of how people can live together.

Effective support for peacebuilding, conflict transformation and social justice requires thoughtful and committed philanthropy. Support for courageous local activists working in violently contested societies demands no less; and the potential impact justifies it. Independent philanthropy has the opportunity to stand in solidarity with community-based and civil society organizations that are committed to progressive change in the most difficult circumstances.
The allocation of even modest amounts of money can provide valuable research, development and capacity-building grants in the interests of peace.

**SECTION 2 – THE CYCLE OF CONFLICT**

Philanthropic interventions over the course of conflict:

- **Rising Tension**
  - Highlight clustered grievances & exclusion
  - Non-violent methods

- **Confrontation**
  - Safeguarding Human Rights
  - Crisis management approaches
  - Community capacity-building & resilience

- **Violent Conflict**
  - Conflict resolution
  - Space for local peacebuilders
  - Identification & organization of vulnerable groups
  - Examination of alternatives to violence
CAN VIOLENCE BE NIPPED IN THE BUD?

“Grievances born out of horizontal inequalities can express themselves, sometimes violently, in terms of cultural difference. . .(and) horizontal inequalities tend to create inflammable situations”.


The shift from ‘latent’ to ‘overt’ violence tends to occur where groups within society experience a sense of clustered grievance. This becomes a particularly potent mixture where the sense of injustice is mutually reinforcing, as where group poverty and powerlessness coincide with perceived ethnic, religious, linguistic, caste, identity and/or regional discrimination. Funders can play a positive role in working with local activists to make such injustice visible, where possible, so that it can be recognized and addressed at an early stage.

Where conflict does occur, it is still possible for funders to support a range of initiatives and processes that can have a positive impact.

Experience in many violently contested societies highlights the important contribution that philanthropists can make when they are prepared to listen to local activists and to work quietly and responsively during periods of conflict. However, they need to be aware of the dynamics of the situation –

FUNDING CYCLE - AT THE HEART OF THE INFERNO - FUNDING DURING A VIOLENT CONFLICT

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SOCIAL/COMMUNITY DYNAMICS

- The impact of violence results in a demonization of the ‘other side’ – whosoever the ‘other side’ may be.
- There are multiple layers of victimization (a) the original victims of perceived injustice; (b) victims of violence perpetrated by the combatants; (c) internal community violence against those perceived to be ‘disloyal’ or ‘collaborators’; and (d) increasing brutalization of state and other combatant group action against perceived opponents.
- The physical insecurity and displacement of communities and groups (the impact on women).
- Closing space for peace building and examination of alternatives to violence.
POLITICAL DYNAMICS

- Attention fixed on the violence rather than on underlying structural injustices.
- Political attention focused on ‘victory over’ rather than ‘accommodation with’.
- Respect for human rights is seen as expendable or even as supporting terrorism.
- Groups/communities are defined as either ‘loyal’ or ‘disloyal’ to various state or combatant actors, with suggested peace-building approaches termed as potentially undermining ‘the cause’.
- Political leadership, prestige and gain become framed by the attitudes to the conflict.

INDICATIVE FUNDING STRATEGIES AND APPROACHES

WHEN identifying possible funding strategies and approaches there are a number of key questions that funders need to pose, both internally and to their potential partners:

- Will the activities/intervention result in increased tensions or has it the potential to build bridges between groups in the conflict area, and/or create space for alternatives to violence?
- Will beneficiaries be put in greater risk, or be specifically targeted, as a result of the project?
- Will the initiative support (directly or indirectly) groups promoting genuine dialogue and participation, or be counter-productive?
- Will the work to be supported highlight social justice and human rights issues that may have been side lined due to the violence?
- Will the initiative be seen as being disproportionately aligned with established power holders as compared to disempowered/marginalized groups and communities?

Funders also need to be aware of whether their funding strategies and aspirations are realistic depending on the nature and phase of the conflict. It may be necessary to focus on building local capacities and confidence in order to lay a sound basis for future peace-building development rather than setting the bar too high in expectation of short-term outcomes.

Indicative programmes might include:

- Community-designed income-generating initiatives for individuals, groups and local communities whose sources of income/livelihoods have been devastated as a result of the conflict.
- Providing support for those individuals, households and communities that have been injured and/or bereaved in the conflict – while avoiding any ‘hierarchy of deserving or undeserving victims’.
- Fund programmes which proactively address human rights abuses, cases of torture, disappearances, etc. - irrespective of the alleged abuser - through documentation of cases; training of human rights advocates; provision of essential support services to victims, and, where necessary, legal support and travel grants to enable advocacy groups to make contact with international agencies.
• Support initiatives that address the needs of political prisoners and their families in order to ensure fair treatment. Prisons can further radicalize combatants and/or be a focus for designing alternative strategies to violence depending on approaches taken.

Violence often escalates over time, with atrocity fueling atrocity and conflicting community narratives giving tacit permission to ‘their side’, while attributing automatic blame to ‘the other side’.

In these circumstances any measures that can be taken to ameliorate and/or de-escalate the impact of the conflict are important. Funders can:

• Support initiatives that deliberately build cross-community networks through the identification of interests and issues that transcend the divisions.
• Fund interventions that have the potential to build relationships and trust, which might include inter-community communication, back channel negotiations, mediation, etc.
• Support community activists that have the credibility to question and mobilize opposition to escalating levels of brutality within ‘their own community’, and who can pose alternatives to violence.
• Fund links with international agencies/NGOs/institutions that can focus wider attention on the conflict and can encourage combatant groups (on all sides) to agree measures of de-escalation, such as negotiating humanitarian access, etc.
• Fund initiatives that offer opportunities for people to come together, from differing political perspectives, to share their hopes, fears and suggestions about alternatives to violence and the future of their society.
• Create space for questioning voices by funding creative approaches to reflect on the conflict through use of culture, drama and the arts.

Alongside the initiatives listed above there are also examples of productive philanthropic investment in Track II diplomacy, which involves non-state actors (such as NGOs, civil society, religious leaders, etc.) to engage in mediation between political elites and combatant groups to explore options for peace. Where such opportunities exist it can also be helpful to enable individuals involved in peacebuilding (including representatives of parties directly involved in the conflict), to engage in peer learning with activists that have direct experience from other societies emerging from violence.

Those funders that do become involved in peacebuilding programmes can also usefully offer added value assistance that goes beyond money. They should ask grantees about their security, and other, concerns. Sometimes it is as simple as fitting a security door or locks to an office; other times it might be access to appropriate transport or facilities to mitigate danger and risk. Equally it may be about recognising when local activists/staff are reaching ‘burn out’ and require appropriate respite.

Given heightened levels of suspicion and mistrust during periods of violence, it is important that funders are very clear as to the purpose of their grants and what they expect from grantees in terms of outputs, outcomes and reported information. Confidentiality, for example, may be a consideration where there are concerns about access to information. Early clarity can mitigate the risk of grantees being dubbed as ‘agents’ of outside interests.
MORE often than not the transition from violence is a long term process, with as many twists and turns as the violent conflict itself. However, evidence shows that independent philanthropy can make an important contribution to the process, particularly if it is prepared to invest ‘patient capital’ in peace-building.

Philanthropic interventions over the course of peacebuilding:

The period of transition from violence is inherently unstable and can even be conflict producing due to uncertainties and fears of change.

One funder that has long term commitment to peacebuilding suggests the following principles to guide investment:

- Multi-partiality – maintaining good working relationships with all stakeholders and an independent stance.
- Recognizing the importance of domestic (local) ownership of the process.
- Confidentiality.
- Critical interaction – which adheres to Human Rights and non-violent principles, but does not publicly condemn the actions of the parties to the conflict, but instead engages in constructive criticism through dialogue.

Alongside this framing, funders can helpfully support initiatives to ensure that the peace process being put in place is as inclusive as possible. All too often, women, and other groups are left outside official structures and negotiations. Funders can support confidence-building and skills training to remedy any difficulties that such groups might experience in making their voices heard. There are an increasing number of models of civic society inclusion in peace processes that can be usefully accessed and shared from peacebuilding support NGOs.

Indicative funding opportunities that have strengthened negotiation processes include:

- Technical support, confidence-building and training for those parties to negotiations that may not have prior experience in order to ensure their effective participation.
• Peer learning drawing on experience from other societies emerging from conflict, with exchange visits being organized to include representatives of different parties involved in the peace process.
• Support systems and shadow arrangements that facilitate the involvement of civil society and potentially excluded groups in the peace processes.
• Funding NGOs to gather documentation and evidence to ensure that issues such as Human Rights and the concerns of victims are not overlooked in the official peace negotiations.

There are also opportunities for investing in peacebuilding initiatives that build public confidence in the process and by ensuring inclusion and fostering hope for the future.

Funding can offer:

• Encourage demilitarization and re-integration of ex-combatants through models of transitional justice and community participation.
• Address the on-going needs (material and psychological) of IDPs (Internally displaced people) and victims of the conflict.
• Support inter-community networks and community-based projects that are deliberately modelled to include members of previously opposing groups in order to encourage communication and trust-building.
• Encourage initiatives that ensure systemic and cultural inclusivity, such as recognition of different languages and cultural identities/symbols, as well as supporting institutional reforms (e.g. reform of security forces, judiciary, etc.).
• Support initiatives that provide the public with factual information about the peace process and create space for a diversity of views on both the past and the future.

Confidence in the peacebuilding process is strengthened when funding is available for community-based programmes that can deliver a ‘peace dividend’ at local level and address concerns about community safety. Small grants can contribute to confidence-building by funding the celebration of ‘small wins’ that are achieved over the longer term course of conflict transformation.

There are a number of questions the funders can usefully pose to frame their overall funding strategy –

(I) What interventions will support peacebuilding and the maintenance of sustainable peace rather than a return to violence?
(II) What support is needed to produce a sustainable and inclusive social compact in a divided society?
(III) How can organizations outside the established political structures create space for relationship building and communication?
(IV) How can dialogue be supported between civil society and those who hold power when, in effect, dialogue is often framed within the terms of those who hold power?
(V) What is required to ensure that the achievements of people who live together, despite their differences, are communicated as effectively as those who advocate conflict and division?
Questions can also flow from specific community issues and need to take account of issues related to political peace building:

THE SUPPORTING COMMUNITY ISSUES:
Are issues of concern to marginalized groups (women, youth, minorities, etc.) being addressed?
Are issues of concern to local people (such as land reform; justice for victims, compensation, etc.) on the agenda?
Are there mechanisms in place to allow for civil society/community input into the public debate?
Are there effective channels of communication to ensure public confidence in, and sense of ownership of, the process?

THE POLITICAL PROCESS:
Is there sufficient technical support, skills & expertise to ensure that parties to the negotiation can engage effectively?
Do the items on the negotiation agenda include those that are root causes of conflict?
Have approaches been designed to build public confidence in the process?
Is the process sufficiently inclusive and can it be strengthened to offer opportunities for the inclusion of voices outside of the main political protagonists?

FUNDING CYCLE - HELPING TO EMBED CONFLICT TRANSFORMATION

A World Bank study (2003) noted that 44% of all countries revert to violence within five years of a negotiated peace settlement. Many other settlements result in limited sense of community ownership and even a winner-loser syndrome that can seed future violence. Independent philanthropy can support work that can address:

COMMUNITY LEVEL CHALLENGES

• Societal reconciliation and the re-integration of communities divided by years of conflict (activities can be multi-faceted, including use of arts and culture, oral histories, etc.).
• Tensions over the re-integration of victims and survivors; ex-combatants; IDPs within communities that have themselves changed in composition and nature.
• Work with young people around new concepts of citizenship, particularly those that take account of rights, diversity and social justice.
• The importance of an independent and impartial media to ensure fair representation and citizen participation.
• Civil society initiatives to monitor the peace process and community security in order to take action if there are dangers that peacebuilding is being undermined.
THE CHALLENGES OF EMBEDDING PEACE

- Each political ‘side’ wanting access to resources to be seen as delivering for ‘its’ constituency rather than a shared vision for society as a whole.
- Little or no agreement over the root causes of the conflict and resistance to dealing with truth, justice and legacy issues due to fear of ‘blame’.
- Continuing societal divisions due to lack of trust and divisive political representation that may represent the peace settlement as delivering unequal benefits.
- Fear of loss of group identity, symbols, status and place in society that can result in vested interests opposing necessary reform of military, policing, justice, etc.
- Difficulties in delivering on demilitarization, decommissioning of weapons and other essential aspects of peacebuilding.

Given the long term nature of the essential change process Trusts and Foundations that have invested in peacebuilding might consider helping to build and support local community philanthropy (Women’s Funds, Community Foundations, Human Rights Funds, etc.) that can continue to take forward the local peacebuilding agenda in a sustainable manner. This allows longer term resourcing of initiatives paced to be responsive to local conditions. It also allows funders to reduce their commitments in a particular region. External funders can bring an additional added value dimension by supporting partnership working between development aid and community philanthropy organizations, whose role and contribution can often be overlooked.
SECTION 3: WHERE ARE THE WOMEN?

UN Women (2012) summarized the participation of women in 31 major peace processes over the period 1992-2011. The facts speak for themselves:

- 4% of signatories to peace agreements were women
- 2.4% of the mediators involved in peace settlements were women
- 9% of negotiators of peace agreements were women
- 92 (16%) of the 585 peace agreements since 1990 made one or more references to gender.

Consequently it seems appropriate to pose the question – Where are the women during both conflict and in periods of transition from conflict? While this question may also apply to other marginalized and/or excluded groups, it begs the question – What can foundations and donors do to help rectify the situation?

Research suggests that issues experienced by women during periods of violent conflict are relegated to the ‘private’ rather than the public sphere, thus remaining un-reflected in peace settlements. The lack of presence of women in political decision-making reinforces this situation.

This calls for the implementation of special measures to protect women and girls in conflict and post-conflict societies. Independent donors could contribute in a range of ways, including by supporting schemes to protect women and girls from sexual abuse, forced marriage and trafficking, also by supporting efforts to document cases and hold abusers to account.

To increase women’s participation in both formal decision-making and the informal sphere of policy influence by making sure that women are not cast as victims, carers or passive observers. This challenge calls for funders to resource confidence-building, training and information to encourage women to participate in community and political activities. Investment in organizations that support women’s involvement is also essential.

This pillar calls for supporting efforts to secure the safety, physical and mental health, well-being, economic security and dignity of women and girls in conflict and post conflict societies. There is a need to mainstream a gender perspective into legal and institutional reforms. Funding from independent philanthropy can help bring networks of women together, support women who are widowed or disadvantaged, ensure access to education, or provide small grants/loans for business initiatives.

While UN Security Council Resolution 1325 requires the application of a gender perspective to reconstruction and peace-building programmes designed and implemented by local, national and international agencies in recognition of the fact that women take on additional responsibilities when family and community members are killed, injured or missing during the conflict, there are still actions that independent philanthropy can support. These include initiatives to ensure women’s experiences are reflected in any history gathered on a conflict, supporting the resettlement of women and the involvement of women in reconstruction and recovery schemes.
A number of independent foundations, as well as both CBOs (community-based organizations) and NGOs (non-governmental organizations) experienced in peacebuilding, commented on the main issues that potential donors should take into account.

Taken together, the propositions not only enhance funding programmes but they mitigate the danger of exacerbating issues.

**SECTION 4: WHAT HAVE WE BEEN TOLD BY THOSE ENGAGED IN THIS WORK?**

Taking the time...before developing funding programmes, particularly those in the area of peacebuilding and conflict transformation.

Cutting short early engagement, active listening and research is done at the funder's longer-term peril. It is essential that funders take the time to study and understand the local context, mapping the various interests and actors in the conflict (a Peace and Conflict Analysis). Time also needs to be taken to identify appropriate local partners given the diversity of priorities and opinions that will emerge from consultation. Externally, partnerships can also be usefully forged with NGOs that have specialist peacebuilding expertise, as well as with other funders with an interest in the region. The Peace & Security Funders’ Group (www.peaceandsecurity.org) can help identify foundations working on peacebuilding issues.

Attention was drawn to a number of other issues –

- When engaging in consultation it is important to go outside the capital city, and also to reach beyond traditional community leaders and political representatives, in order to hear a broader range of voices and views.
- Discussion should focus on what might be done to build peace rather than solely focusing on the causes and features of the conflict; there should be a forward looking approach.
- Words are important. There needs to be sensitivity in the use of language. Even the term ‘peacebuilding’ can carry connotations that are unacceptable in circumstances of an uneven power balance, where ‘peace’ in the absence of change might be associated with the interests of the dominant party.
- ‘Donor fads’ (the tendency to congregate around new conceptual frames or approaches) were flagged up as an issue of concern by peacebuilding activists working in situations of endemic violence. The ‘fad’ syndrome undermines any sense of local priority-setting and ignores the long-term nature of peacebuilding that requires a certain level of consistency.
- The importance of donors accepting the need for integrity, confidentiality and clarity in situations where activists engaged in peacebuilding are often at risk was emphasized. It was seen as being helpful for donors to have a clear ethos and statement of values that could guide their funding programmes.

**THE IMPORTANCE OF TAKING TIME TO LISTEN**

“There is a responsibility for foreigners to quiet their voice. Calm down and visit and get to know the people. Don’t run in with your own agenda.”

SECTION 5: WHAT HAVE WE LEARNED?

Collaboration in framing approaches:

✓ EFFECTIVE collaboration in identifying priorities and framing approaches is crucial. Even the best intentioned peace-building programmes, when externally designed, can result in unforeseen consequences.

✓ Visit, meet and listen to local community-based practitioners in priority areas of conflict. Where possible bring Board members to get an understanding of the issues. Assess the potential to support local initiatives and to network them in order to maximize their potential impact. Get outside the main capital city and speak to a range of informants, including those from the different sides of the conflict or groups that may otherwise be silenced.

Donor planning:

✓ Analysis and strategic planning are essential for effective action. Speak with other funders and relevant organizations that are knowledgeable about the area.

✓ In carrying out any background analysis of peace-building and conflict transformation make sure that attention is paid to learning from the global South as well as the North.

✓ Recognize that peace-building and conflict transformation often requires a long-term commitment; take this into account in programme planning, but also consider coordinating with other donors to ensure that such a commitment is feasible, and that certain sectors are not dangerously under-funded.

Monitoring:

✓ Consider various approaches for increased donor transparency, accountability and mechanisms for mutual accountability in such a manner that will empower rather than disempower local partners.

✓ Recognize the nature of risk-taking that you might be required to embrace and while taking appropriate measures to manage identified risks, acknowledge that your in-country partners invariably bear the brunt of risk-taking.

✓ Continuously monitor the opportunities as the violence moves through various phases. Accept that this will not be a linear progression and that peace-building often occurs on the basis of one step forward, two-step backs. Equally, when there is movement out of violence, this can often be very rapid and requires a flexible response to support initiatives that underpin positive developments.
Added value and partnership:

✓ Think about the added value non-financial dimension that independent funders can bring to people working in conflict areas, alongside grant-making. Peer exchanges with activists, negotiators and peace-builders from other societies emerging from conflict can be very important.

✓ Be prepared to support peace-building activities that engage all actors from across the political spectrum, including potential ‘spoilers’. It is particularly important to support work with groups that are marginalized or excluded, however they are dubbed or named.

✓ Do not forget the role and contribution of potentially excluded sections of the community, like women or young people, to peace-building efforts. If they do not appear amongst the groups that are funded ask yourself why not?

Evaluation:

✓ Be realistic about the evaluation and measurement of the impact of grant-making given the uncertain nature of the context. Look for assessment approaches that accept a contributory analysis rather than seeking attribution. Make sure that any assessment exercises are participatory in nature.

✓ When you are considering exiting from programming, encourage initiatives aimed at creating local mechanisms for local/regional resource mobilization to support financial sustainability and a degree of independence. One approach that might be considered is the establishment / organizational support for community philanthropy institutions.

✓ And, perhaps most importantly of all – be clear about your values, mission and strategic objectives. Be prepared to communicate and explain them to counter any misunderstanding or misinterpretation.
Peace-building theorist and practitioner, John Paul Lederach, suggests that it takes as long to build sustainable peace as it does to conduct the violent struggle. The joy for donors, however, is that when they are partners in peacebuilding they can help save lives and create a better future for generations to come. Funding peacebuilding occurs in the context of politics and power. While it may not be an easy option for a philanthropic foundation or donor, the stakes involved are high and the potential gains and opportunities are immense. There is also the moral imperative of standing with, and supporting, some of the most courageous and motivated activists in our times.

There are roles for the many diverse funders and donors in the peacebuilding script. Those interested in particular countries or regions can join with funders that focus on specific themes, such as women’s issues; health; education; children’s rights or the environment. International donors can partner with local community-based funders, or indeed, NGOs. Donors can bring together grantee organizations in an imaginative portfolio to match community-based activist groups with skilled conflict resolution/peacebuilding NGOs. The possibilities are limitless if there is the willingness to embrace risk-taking and determination to make a difference.

Funders may question as to how they can measure impact – with contribution replacing attribution in most cases. Effective peacebuilding programmes will also require a re-appraisal of grant management in order to allow grantees the necessary leeway to plan in conditions of political uncertainty. The long-term nature of peacebuilding investment can also be an issue (although centuries old universities are still fund raising), but smaller amounts of money, made available over a longer period of time, are still incredibly effective. It may appear that such resources are a drop in the ocean compared to major multi-lateral and development aid budgets, but nothing is further from the truth given the ability of independent philanthropy to be responsive, flexible and nimble. The work of trail-blazing independent foundations and committed donors to date highlights the difference that they have been able to make in promoting peace.

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This Summary document is a synthesis of material contained in a more detailed study on Funding in Conflict-Affected Environments, produced with the support of Philanthropy for Social Justice and Peace (www.psjp.org) and The Social Change Initiative (www.thesocialchangeinitiative.org).

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The Social Change Initiative is an international not-for-profit organization based in Northern Ireland. Its mission is to improve the effectiveness of activism for progressive social change, particularly in divided societies, and to influence the way this work is funded and supported. The Social Change Initiative seeks to capture, distil, disseminate and apply lessons from philanthropy and activism in the fields of reconciliation, human rights and refugee/migrant rights.

Philanthropy for Social Justice and Peace is a global network of philanthropy practitioners working to increase the impact of grant-making for social justice and peace. It does this by:

(i) developing tools and practices to advance this field of work; (ii) shifting the narrative in philanthropy to place social justice and peace at the centre; and (iii) supporting a community of practice for practitioners across the globe.

The emphasis in the growing Philanthropy for Social Justice and Peace network is on making connections, building relationships, creating conditions for learning and innovation and building a collective voice for advancing this work.