



PEACE

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Peacebuilding

Six Goals for strengthening the UN's ability to sustain peace

edited by Sigrid Gruener

While often still thought of primarily in the context of post-conflict environments, peacebuilding is not merely about preventing relapse of violence and re-building broken institutions. Peacebuilding is also about preventing communities and countries from resorting to violence in the first place, and strengthening mechanisms that allow for peaceful resolution of conflict. Peacebuilding is a comprehensive activity requiring holistic, long-term thinking and connects development, peace and security and human rights. As such, efforts to sustain peace demand the priority, attention and effort of the entire UN system, including the three relevant principle intergovernmental organs. This paper launches six goals in order to create a UN system able to build and sustain peace.



Unique opportunity

The 2030 Agenda for Sustainable Development including its goal on peace, justice and strong institutions provides a unique opportunity for the UN to re-define its role, actions and instruments for building and sustaining peace. The UN and member states should seize this opportunity to move forward on findings and recommendations articulated in the three recent reports related to the UN's efforts to promote peace and security - the report by the PBA Review's Advisory Group of Experts (AGE), the report of the High-level Independent Panel on Peace Operations (including the response by the UN Secretary-General) and the Global Study on Security Council Resolution 1325 on Women, Peace and Security.

Over the past three years the Dag Hammarskjöld Foundation has been working with the UN Peacebuilding

Support Office (PBSO), member states and, more recently, the Review Secretariat, to support the 2015 Review of the UN Peacebuilding Architecture (PBA) by facilitating discussions and providing inputs.

After the parallel resolutions are passed in the UN Security Council and General Assembly, officially concluding the PBA review, the Foundation will gear its efforts towards supporting implementation and maintaining momentum for change, ensuring that the recommendations put forward by the AGE and the other review panels do not remain simply words on paper. The Foundation looks forward to a continued partnership with the Peacebuilding Commission (PBC), the PBSO and other actors to see that progress is monitored, successes are recognised and that areas requiring further analysis and discussion are lifted up and addressed in relevant forums.



Six Goals

for strengthening the UN's ability to sustain peace:

With the overall aim of ensuring implementation of the UN Charter, to save “succeeding generations from the scourge of war”, the UN and member states should focus on the following six goals to create a UN system able to sustain peace:

- 1** Peacebuilding is re-focused with a vision of a long-term comprehensive approach for sustaining peace
- 2** Peacebuilding is recognised as a political process
- 3** Inclusivity is a central component of the UN's approach to promoting legitimate politics and to sustaining peace
- 4** Gender equality and the empowerment of women in peace and security form a cornerstone of UN peacebuilding
- 5** The UN prioritises dynamic and diverse partnerships for sustaining peace, actively addressing and preventing fragmentation
- 6** The UN and its Member States demonstrate renewed financial commitment to the long-term endeavor of building peace

Delivering sustainable peace

In the decade since the Peacebuilding Commission (PBC), PBSO and the Peacebuilding Fund (PBF) were set up, the focus of concern about security and conflict has expanded from intractable civil wars to the widespread condition of endemic insecurity. The UN system has responded to this by broadening its agenda from reconciliation and post-conflict reconstruction to the broader task of sustaining peaceful development, and therefore recognizing, assessing and responding to risks to human security. This thinking, and the accompanying challenges, shaped Sustainable Development Goal (SDG) 16 with its emphasis on law, strong institutions, social inclusion and political participation as elements of peaceful development. The 17 inter-connected goals of the 2030 Agenda, and Goal 16 in particular, show a pathway for responding to conflict and insecurity, and adapting to the evolving challenges of doing so. It lays the basis for ensuring the continued relevance of the UN's peacebuilding agenda.

The right instruments

To be relevant, the UN must have and apply the right instruments. The PBC has struggled to live up to the high expectations placed on it when it was first established and to find its niche. The agreed SDGs can change this. The PBC should be assigned to support member states in addressing implementation of Goal 16 and its related targets, focusing on tasks it realistically can accomplish.

Provide political support

As a high level diplomatic body, the PBC is uniquely placed to provide political support to the work of sustaining peace in difficult environments and

conflict-affected countries with low levels of human security and institutions that need strengthening. The PBC's task is to bring the political weight necessary to ensure the strategy agreed by a national government, civil society actors, the UN and, where appropriate, donor governments, is implemented. It will be the PBSO's task to support the development of appropriate strategies with needed buy-in from key actors. And it is the task of the PBF to provide initial, catalytic funding for key peace-sustaining processes. In this way the PBC, PBSO and PBF will contribute to improving conditions on the ground and to helping the UN work more efficiently.

Suggestions and recommendations

These suggestions by and large echo recommendations of the 2010 PBA Review. However, these recommendations were not implemented. With this in focus member states should capitalise on the opportunity presented by the 2015 UN Reviews related to peace and security and ensure strong and implementable resolutions that will allow for the thorough analysis and solid recommendations presented by the AGE to be translated into action. Member states should consider that some changes do not require resolution coverage, some are short term and could be implemented within a year and some will require long term organisational and operational change. A framework for monitoring actions for change will be imperative to ensure that the UN completes the "fundamental redefinition and reorientation in the UN's work" called for in the AGE report in order to allow the UN to continue to play a central role in delivering sustainable peace.



Goal 1: Peacebuilding is re-focused with a vision of a long-term comprehensive approach for sustaining peace

The AGE calls for a shift away from thinking of peacebuilding as something that happens after the guns fall silent, and as being essentially about avoiding a relapse into violent conflict. This approach limits peacebuilding to post-conflict recovery and focuses its attention on what needs to be done in the short-term. Action to avoid imminent relapse is the responsibility of the UN Security Council (SC) using tools such as Special Envoys, Special Political Missions and peacekeeping.

All three of the reviews urge the UN system to conceptualise their efforts jointly at sustaining peace, which is about ensuring a sustained and synchronised

response to political and social challenges. This involves the full capacity of the UN system, investing time and efforts necessary to address root causes of conflict, and to prevent violent conflict, and its recurrence. Sustaining peace recognises the primacy of politics, but pursues an integrated approach that links development, human rights and security. It recognises that peacebuilding is multidimensional, and requires the collaboration of numerous stakeholders and partners, but that ultimately the most important factor is inclusive national ownership. The paradigm of sustaining peace takes the 2010 Review's imperative of national ownership one step further, putting it at the center of a comprehensive and inclusive framework.

Required institutional changes:

PBC: should distinguish its role from that of the SC by focusing on the longer-term view and by reminding the system of actions needed to ensure that the root causes of conflict are being addressed and the institutions that will sustain peace are being built. As indicated in AGE recommendations 132 and 145 this could include advice on the formulation of benchmarks for progress in consolidating peace. In this context the PBC can choose to use Goal 16 as a reference for its support and guidance to a much larger set of countries than have been on its agenda during the past 10 years. One way it can do so is by commissioning reports that analyse root causes of conflict and methods to address them, and that assess existing capacities and institutional needs and track progress against these long-term benchmarks over time.

PBSO: should develop the capacity necessary to support the PBC to commission and manage reports that help to identify and track those actions necessary to address root causes and build long-term institutional capacity in countries recovering from or affected by violent conflict (as per AGE recommendation 148).

PBF: should ensure that a significant portion of its portfolio is directed to investing in actions that can have a catalytic effect in helping to re-direct the UN system to longer-term investments in addressing root causes and sustained institution building. Lower profile situations and regions or countries that are not attracting the attention of most of the UN system could be prioritised.



Goal 2: Peacebuilding is recognised as a political process

Peacebuilding is a highly political process, requiring consensus, trust building and coalitions to find common ground for collaboration. As noted in Goal 1 (page 6), peacebuilding is a slow, iterative process that can require timescales much longer than security system reform or humanitarian action and a longer view toward progress. Rather than a technical exercise occurring in a vacuum, peacebuilding is integrated within the development, security, humanitarian and

diplomatic spheres and requires networks that transcend these siloes. The PBC has a strong potential in this regard as it is comprised of a diplomatic core that has a standing capacity to assemble like-minded allies and groups of friends for joint initiatives and collaboration. Drawing on the convening, bridging and advising capacity of the PBC, the UN could better provide support and attention to emergent peacebuilding priorities to complement the work of the SC.

Required institutional changes:

PBC: the leverage that the PBC can bring to bear on peacebuilding activities is through convening allies of peace initiatives and drawing attention to the very important, but often overlooked, slow and steady progress required for sustaining peace. In line with AGE recommendation 144 the PBC should introduce more flexible working methods, moving beyond the current structure of country specific configurations (CSCs) to more agile groups of engaged actors and with a system that does not require agreement by the entire Organizational Committee (OC). The PBC could harness its strengths by building inclusive coalitions with partners (elaborated in Goal 3, page 8, and Goal 5, page 10) and by focusing on the following three roles:

- **Convening:** The convening power of the PBC is one of its most powerful levers as it can bring attention to topics that can otherwise be lost below the headlines. Either through the agenda setting power of the chair or through “special topics” the PBC should convene small groups of interested members, national representatives, advocates, civil society, experts and other interested parties to discuss peacebuilding topics or issues.

- **Bridging:** Comprised of diplomats, the PBC should be particularly effective at building constituencies and alliances around particular peacebuilding interests. Once a special topic has been convened, PBC members should build informal working groups, groups of friends or special committees. These groups could report on occasion to the full PBC, but the system

should have a light and agile structure that does not require action from the entire OC, allowing for work on multiple concurrent and overlapping topics.

- **Advising:** Having taken in expertise and perspectives from multiple actors and engaged member states the special committees or groups of friends could provide their analysis and input on thematic or regional issues to the UN’s intergovernmental organs or other relevant actors including those in the development arena.

PBSO: should facilitate bringing expertise and like-minded actors together (i.e. amplifying the reach of the PBC to engage possible allies in particular topics, as the PBSO already does), thus facilitating bridging and the formation of groups of friends and special committees, possibly through document and analysis preparation, and contribute through acting as a technical resource for the advising activities, making standing or on call capacity available to working groups as they engage on particular topics.

PBF: should provide catalytic funding through its Immediate Response Facility (IRF) window to allow for short term financing for consultations and focus groups, pilot projects that facilitate work between coalitions and consortiums working on topics related to those identified by the working group, as well as desk reviews and analytic pieces (to support the PBCs advising capacity).



Goal 3: Inclusivity is a central component of the UN's approach to promoting legitimate politics and to sustaining peace

All three of the UN reviews recognise that UN approaches to peace and security are not adequately addressing the needs of communities affected by conflict, and that a concerted effort must be made to take into account the views of local people as well as meaningfully partnering with local organisations to promote legitimate politics and to achieve sustainable peace.

The UN's Peacebuilding institutions must systematically engage with and ensure the participation of "community groups, women's platforms and representatives, youth, labour organisations, political parties, the private sector and domestic civil society, including under-represented groups" in order to fully contribute to reconciliation, sustaining peace, and the promotion of "inclusive national ownership." (AGE recommendation 44)

Required institutional changes:

PBC: should improve transparency and accountability in its working methods, and establish a systematic process, using its convening power, for engaging and including a broad range of stakeholders as per AGE recommendation 147. The PBC should publish a monthly work plan and publish press releases following their meetings, similar to the Security Council. The PBC should revise the 2007 Provisional Guidelines for the Participation of Civil Society in Meetings of the PBC in partnership with civil society. The Chair of the PBC OC should organize an annual consultation on sustaining peace that would include a broad range of stakeholders including civil society as per AGE recommendation 147.

PBSO: should support the PBC to seek the analysis, strategic thinking, and inputs of a broad range of stakeholders as per AGE recommendation 185, and also ensure that these groups are not just consulted with but that feedback loops are established to facilitate ongoing communication. In supporting the PBC to assist national governments in identifying peacebuilding priorities, the PBSO should consult

(or support member states to consult) with civil society actors in country and in New York to ensure their inputs are included in the planning process. The PBSO should appoint a staff at the P3 or P4 level to serve as a civil society liaison officer who actively seeks and coordinates civil society inputs into various PBC meetings, policy debates and cross-learning exercises.

PBF: should promote the inclusion of a broad range of actors, including women and youth groups, community-based organisations, and civil society through PBF-funded projects as per AGE recommendation 173. The PBF should consider directly funding INGOs, based on its 2014–2016 business plan, including pre-qualifying INGO partners who can re-grant to smaller peacebuilding actors. The PBF should require UN agencies receiving funds to strategically include and partner with civil society actors in the elaboration of project proposals from planning and implementation to monitoring and evaluation. The PBF should ensure that a broad section of civil society, including under-represented groups, is part of all Joint Steering Committees in country.



Goal 4: Gender equality and the empowerment of women in peace and security form a cornerstone of UN peacebuilding

The nexus between injustice and exclusion and gender inequality's long-term effects must be addressed. Implementation of gender-sensitive approaches in peacebuilding and women's empowerment has been slow and is not yet standard practice, as outlined in the 1325 Global Study. The UN must more systematically provide peacebuilding support for women's participation in various parts of political and public life, including elections, public administration and governance across various sectors. The AGE refers to temporary special measures to accelerate women's participation in all decision-making posts. Of key importance will be the UN's peacebuilding capacity to support the collection and management of sex-

disaggregated data on governance, legislation, policies and the efforts to combat discrimination.

The UN's peacebuilding institutions should ensure that all of their engagements begin with an assessment of the political and socio-economic needs of women and men, including the impacts of various outcomes of peace agreements, political transitions and constitutional processes on women. To properly address gender equality the UN will need to both engage men in empowering women in national, provincial and local settings, and encourage openness towards values and behaviours that make women's participation less of a burden for individuals.

Required institutional changes:

PBC: in line with AGE recommendation 183 the PBC should play a key role in advocating commitment from national leaders to prioritise gender equality and women's empowerment as part of national peacebuilding priorities. It should convene joint meetings on peacebuilding with UN Women and other parts of the organisation's gender architecture, examining long-term peacebuilding issues from a gendered perspective and developing strategic thinking based on commissioned research on gender equality and economic recovery, political participation, justice and the rule of law. Using commissioned research and insight from local actors, the PBC should integrate an institution-wide gender-sensitive approach to its planning, advising, and reporting. It should call upon partners for inputs and collaboration – regionally, nationally or within the UN system – and increase expertise and human resources for more gender mapping, planning, implementation and reporting.

PBSO: should promote special measures and encourage national institutional reforms that include more than 15 percent allocations of resources to elections and political participation, economic recovery, justice and rule of law. It should lobby for 30 percent participation of women in decision-making bodies

that influence the allocation of natural resources, but should go further by calling for, and expecting similar levels of participation in governance, law and order, economic planning, education and healthcare sectors. It should focus on building local level capacity for the collection and management of sex-disaggregated data. Finally, the PBSO should work with other parts of the UN system to bring in, and leverage gender expertise for the purposes of peacebuilding.

PBF: should ensure that it has attained or exceeded the UN Secretary-General's goal of the 15 percent "gender marker" for financing to peacebuilding initiatives that promote gender equality and women's empowerment. Gender mapping should be a pre-requisite for peacebuilding financing, and capacity development in this area should be financed. It should also support interventions that expand the inclusion of women in decision-making bodies; widen the scope of constitution-making, transitional justice, rule of law or security sector reform to have greater relevance for women's empowerment at the local level; transform discriminatory laws; and/or reduce the negative impacts of violence in a manner that empowers women and makes society more equal.



Goal 5: The UN prioritises dynamic and diverse partnerships for sustaining peace, actively addressing and preventing fragmentation

Fragmentation at the inter-governmental and operational levels presents one of the biggest obstacles for efficient and effective engagement in sustaining peace. Recognising that “peace needs to emerge organically from within society, addressing the multiple concerns and aspirations of different sectors” (AGE 42) with outsiders facilitating, assisting, accompanying, supporting and sometimes providing protection, the UN will have to play an active role in promoting partnerships. Partnerships within the UN system and with external actors at the national and local levels (both with local government authorities as well as with civil society including youth, women and professional groups, opinion-makers, and traditional or religious leaders) are essential for ensuring an integrated approach at the strategic, policy-making and operational levels and to increase the likelihood of achieving sustainable peace. Often it is also appropriate to supplement the bilateral relationship with cooperation and partnership with regional and sub-regional organisations, IFIs, private sector and research institutions, ensuring

that partnerships focus and respond to the changing conflict landscape.

The rationale for prioritising partnerships is twofold:

- 1) Integration:** The UN’s peacebuilding institutions should exercise their convening power in national and international contexts to address the fragmentation that exists at multiple levels by promoting and facilitating cooperation with and among national actors, organs responsible for immediate responses to international challenges (i.e. SC etc.), and key development actors such as UNDP, the World Bank and bilateral aid agencies; and
- 2) Innovation:** Recognising that peacebuilding is inherently political, success is more likely with vertical and horizontal coalitions. New innovative partnerships should be formed to consider areas that are not typically on the SC agenda, but play a crucial role in overall conflict dynamics in the long term, and encourage creative approaches.

Required institutional changes:

PBC: should encourage and facilitate partnerships that ensure a more comprehensive conflict analysis and understanding of long term needs for sustaining peace from different perspectives with actors who do not usually engage with the SC. To enable deeper ownership of all participating member states, the PBC could explore having a shorter time-period for rotating chairs, which would allow member states to raise and address aspects of peacebuilding that are considered relevant from their national perspective. As recommended in the 2010 Review (p26-27) and the AGE report (#141), PBC members should regularly brief the UN Organ that elected or designated them to ensure a focus on sustaining peace in discussions on development, human rights, humanitarian action etc.

PBSO: should establish a network for partnerships inside and outside the UN system, especially focusing on regional and sub-regional organisations, allowing for innovative exercises that would lead to new thinking on different aspects for peacebuilding, peace-making and development more broadly.

PBF: In addition to institutions inside the UN system and national actors, PBF should through its funding promote cooperation and partnerships to surmount current conceptual and institutional barriers. This includes giving priority to entities that demonstrate active partnerships with, for example, civil society, think tanks, universities and regional organisations, including those outside the current peace and security architecture. It could also prioritize projects submitted jointly by two or more UN agencies where partnership in implementation is required and a comprehensive approach to sustaining peace following a set of norms and standards is followed (as per AGE recommendation 177).



Goal 6: The UN and its Member States demonstrate renewed financial commitment to the long-term endeavour of building peace

Efforts to sustain peace will depend on rapid, flexible, predictable financing focused on agreed goals for prioritisation. Financing is more than mobilising resources. The way financing is provided drives priorities and behaviour and it creates political consequences that in turn must be managed.

Financing is also about developing financial instruments, risk management and agreements between national and international partners (compacts). Effective financial support for sustaining peace will require collective action across policy communities – humanitarian, development and security.

Required institutional changes:

PBC: should use its convening role to provide political accompaniment to the drafting of ‘compacts’ or priority plans, and ensure that political aspects are included in the plan. The entire PBC should not be involved in this but rather something along the lines of convening a ‘friends of’ group (see goal 2). In fundraising the PBC should play an advocacy role, identifying institutions or countries that can support financing – going beyond the members or countries on the PBC.

PBSO: should utilise its staff as facilitators and capacity builders on peacebuilding expertise in the UN system including accompaniment on the writing of proposals (recognising that increased capacity is required for that). It should also support the development and use of compacts at national level as specific frameworks for prioritisation and financial allocation while realising the necessity of anchoring such compacts at

national level. The PBSO should assist with targeting and monitoring financing against SDG 16 and the goals of g7+ on peace- and statebuilding as well as on the implementation of SC Resolution 1325. The PBSO should compile, analyse and share information on the availability and application of diverse financial instruments relevant for building sustainable peace.

PBF: should ensure that a significant portion of its portfolio is directed to investing in actions that can have a catalytic effect in helping to re-direct the UN system to longer-term investments in addressing root causes and sustained institution building. Lower profile situations and regions or countries that are not attracting the attention of most of the UN system could be prioritised.

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Sigrid Gruener works as Programme Manager at the Dag Hammarskjöld Foundation with a focus on peacebuilding and security and development goals. Prior to joining the Foundation, she worked as a practitioner, trainer and researcher in the field of development, peacebuilding and conflict transformation for International Solutions Group, Relief International, and Columbia University's Center for International Conflict Resolution. Sigrid earned a MA in International Affairs from Columbia University's School of International and Public Affairs.

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Dag Hammarskjöld Foundation
www.daghammarskjold.se
secretariat@dhf.uu.se