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SWEDISH AGENCY FOR PEACE, SECURITY AND DEVELOPMENT



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Folke Bernadotte Academy (FBA), the International Peace Institute (IPI),
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Twenty-First-Century Peacebuilding International Expert Forum 2014–2015

Governance, Peacebuilding, and State-Society Relations

November 17, 2015, 9:15am–3:30pm

**International Peace Institute
777 UN Plaza, 12th floor (East 44th Street and First Avenue)
New York, NY**

The International Expert Forum (IEF) is a global gathering of leading academics, experts, and policymakers focused on the next generation of peace and security challenges.¹ Between 2011 and 2013, the IEF has focused on conflict prevention and preventive diplomacy; innovative ways to mitigate the consequences of violent conflict; peacekeeping operations; and peacebuilding. Starting in 2014, the IEF turned its focus to twenty-first-century peacebuilding. Recent seminars from New York to Cape Town focused on the intersection of organized crime, conflict, and violent extremism, and opportunities to prevent violence in fragile cities.

¹ There have been six IEF events between 2011 and 2015. For a complete list of the events and associated reports see: <http://bit.ly/1MurvLr>

Background

Building, or rebuilding, functioning state institutions has long been recognized as important to peacebuilding.² While there is an overall consensus that internal security and stability is a prerequisite for peacebuilding, building local capacity to improve decision-making processes and legitimacy, in the form of constitutional processes, parliaments, and elections, as well as building solid foundations for economic recovery, in the form of rule of law, revenue generation, and the provision of core public services, have all been indicated as priorities. The latest emphasis is on supporting inclusive and sustainable institution-building as noted in Goal 16 of the newly minted Sustainable Development Goals, or SDGs. All in all, the consensus is on the importance of supporting governance to consolidate peace, as summed up in the core message of the often-cited World Bank's 2011 *World Development Report*: "strengthening legitimate institutions and governance to provide citizen security, justice, and jobs is crucial to break cycles of violence."

Still, building legitimate, inclusive, and responsive institutions in postconflict and fragile contexts is an elusive goal, as proven by the persistence of the same countries over the years to remain in the top ranks of fragility indices. This is because fragility erodes the basis for effective and efficient governance, with public authorities being demonstrably unsuccessful in guaranteeing security, facilitating or delivering services, and peacefully managing their societies' differences. But it is also clear that in postconflict countries and cities efforts to build peace and strengthen governance can be counter-productive. Postconflict ceasefires and peace agreements can end violence but may fail to address the many causes of the deteriorated relationship between the state and its citizens. Peace efforts can also unintentionally undermine state capacity, especially when power-sharing deals are cut with former armed groups who seek to control resources and support exclusionary policies. Moreover, efforts to enhance centralized institutions' capacity can create more insecurity and exclusion among minorities or marginalized groups, feeding resentment and even armed resistance.

A peacebuilding gap has emerged. Specifically, the improvements in the quantity and quality of the relationship between citizens and the institutions affecting their lives are a missing link in many peacebuilding efforts. Too often, would be peacebuilders over-emphasize the elites' capacity to ensure law and order and basic services. They also tend to focus narrowly on institutional reforms in the public sector, and they relegate the more sensitive and complex issues of inclusiveness, representation, and legitimacy to the holding of elections. Yet, as previous IEF seminars have shown, without proper preparation, electoral processes themselves are potentially conflict-generating triggers. The health of the political settlement between the state and its people, what is

² Research has been pointing to the importance of institutions in building peace for at least a decade. See, for example, S. Krasner, "Shared Sovereignty: New Institutions for Collapsed and Failing States," *International Security* 29, no. 2 (2004); K. Marten, *Enforcing the Peace* (New York: Columbia University Press, 2004); R. Paris, *At War's End* (Cambridge, UK: Cambridge University Press, 2004); S. Stedman et al., *Ending Civil Wars* (Boulder, CO: Lynne Rienner Publishers, 2002).

commonly known as a “social contract,” is receiving growing attention.³ However, external donors’ recipes and local elites’ priorities often sidetrack societal needs and preferences, and state resources and capacity fail to respond to societal expectations. Spoilers, whether internal or external, can also impede or disrupt efforts to build or rebuild the social contract.

In spite of a welcome return to the concept of the social contract, many questions remain unanswered. What does it mean—both conceptually and practically—to frame peacebuilding through the lens of state-society relations? How can the real tensions between consolidating peace and building more responsive and legitimate states be reconciled? In what ways can the level of trust and confidence between societies and their state institutions, and among citizens, be strengthened? How can the voices and preferences of vulnerable or marginalized groups, such as women and youth, be brought into peacebuilding and statebuilding processes?

With protests and social unrest affecting many countries across the globe, the issue of state-society relations, trust in institutions, and government capacities to respond to new societal demands are hardly questions restricted to fragile and postconflict settings. However, in countries and cities where the social fabric is torn apart by years of armed conflict and organized crime, with complex multi-ethnic contexts, deeply-rooted grievances, and lack of capacities and resources, these questions become more daunting, and urgent. The seventh International Expert Forum (IEF) aims to assess the state of the art in knowledge and practice at the crossroads of governance and peacebuilding, and unpack the state-society relationship in a way that can help to inform stronger policymaking in consolidating peace and building inclusive and ultimately more resilient societies.

³ This was the core message of the United Nations Development Programme report *Governance for Peace: Securing the Social Contract* (2012), available at <http://bit.ly/1PqsiOo> .

Agenda

9:15–9:30 Welcome and Introductory Remarks

Maureen Quinn, *Senior Director of Programs, International Peace Institute*

Helena Vazquez, *Head of Policy, Research, and Development (acting), Folke Bernadotte Academy*

9:30–10:15 Keynote Address

H.E. Mr. Gert Rosenthal, *Chair of the UN Advisory Group of Experts on Review of Peacebuilding Architecture*

Moderator: Maureen Quinn, *International Peace Institute*

10:15–11:30 Session 1: “Ignite” Presentations on Governance, Peacebuilding, and State-Society Relations

“Ignite” is the name for a particular style of presentation that is meant to provide a quick overview of a topic and “ignite” the audience’s attention to a subject. A selected group of researchers and experts working on different topics related to peacebuilding and governance will have ten minutes to present on their most recent research work. They will provide insights on the challenges at hand and policy ideas for how to strengthen governance for peace and state-society relations.

Séverine Autesserre, *Associate Professor, Barnard College, Columbia University* on **How to Help Local Populations Build Peace**

Elisabeth King, *Associate Professor of International Education, and Prins Global Scholar at New York University* on **Youth Problems, Programs & Peace**

Dipali Mukhopadhyay, *Assistant Professor of International and Public Affairs, Columbia University* on **Strongman Governance and Palace Politics in 21st Century Afghanistan**

Moderator: Francesco Mancini, *Non-resident Senior Adviser, International Peace Institute*

11:30–11:45 Coffee Break

11:45–1:15 Session 2: State-Society Relations: Learning from the Field

The social contract is “a dynamic agreement between states and societies on their mutual roles and responsibilities.” It is credible when it adequately reflects citizens’ expectations and the state’s capacity and wiliness to meet these expectations. These factors are context-specific, varying not only society by society, but also over time. Session 2 focuses on how state-society relations are articulated in different contexts, and what strategies can be developed to foster inclusive social contracts. What kinds of strategies have demonstrated evidence-based dividends? What does not work? Are there lessons from certain societies that can resonate more widely?

Ali A. Jalali, *Distinguished Professor, Near East South Asia Center for Strategic Studies (former Interior Minister of Afghanistan)* on
Strengthening Police Capacity in Afghanistan

Ken Menkhaus, *Professor and Chair, Political Science Department, Davidson College* on **Peace and Governance in Somalia**

Shane Quinn, *Head of Rule of Law Programme (Acting), Folke Bernadotte Academy* on **Local Self-government and Rule of Law in Ukraine**

Moderator: **Mimmi Söderberg Kovacs**, *Head of Research, Folke Bernadotte Academy*

1:15–1:45 Lunch

1:45–3:15 Session 3: Peacebuilding and Governance: Lessons and Implications

Building on the insights presented in the previous sessions on the knowledge and experience available, this session will discuss lessons and implications for strategic and programmatic development of peacebuilding initiatives. How can state-society relations inform better peacebuilding strategies and programs? How can the tensions between consolidating peace and building more responsive and legitimate states be reconciled? How can the level of trust and confidence between societies and their state institutions, and among citizens, be strengthened? Is there a role for multilateral and bilateral actors, and if so, what is the best support that can be provided? How can the voices and preferences of vulnerable or marginalized groups, such as women and youth, be brought into peacebuilding and statebuilding processes?

Henk-Jan Brinkman, *Chief, Policy, Planning and Application Branch, Peacebuilding Support Office, United Nations*

Marco Donati, *Civil Affairs Team, Policy and Best Practices Service, DPKO/DFS, United Nations*

Jago Salmon, *Advisor UN/WB Partnership in Fragile and Conflict Affected States at United Nations*

Charles Chauvel, *Team Leader, Inclusive Political Processes, Governance and Peacebuilding, BPPS/UNDP, United Nations*

Moderator: Helena Vazquez, *Folke Bernadotte Academy*

3:15–3:30 Wrap-up Session and Closing Remarks

Francesco Mancini, *International Peace Institute*

Mimmi Söderberg Kovacs, *Folke Bernadotte Academy*