



Benchmarking Peace Consolidation

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Concept

Since the UN Security Council's initial requests in 2003 to report on progress against benchmarks in Kosovo and Sierra Leone, the concept of measuring peace consolidation has come to embrace a broad range of peacebuilding contexts and activities. As reflected in the Security Council Affairs Division mandate database, Council benchmarks now guide transitions in major peace processes in 10 of 27 countries and regions with field-based peacekeeping operations or political missions. These impact on and are influenced by UN internal planning frameworks. At the regional level, increased attention to persistent transnational threats to peace and security – such as organized crime, narcotics trafficking, and the illicit exploitation of natural resources – has raised the question of benchmarking cross-border and regional peace consolidation, with implications for UN regional political, development, humanitarian and specialized offices. Efforts to measure peace consolidation may also arise in relation to countries that have experienced violent conflict but are not on the agenda of the Council, and in guiding the exit of countries from the agenda of the Peacebuilding Commission, for which the 2010 Review of the UN peacebuilding architecture recommended the use of 'flexible and essentially political' benchmarks.

In parallel, there have been interrelated initiatives within the development community to measure the impact of armed conflict on development, and to define goals and related progress indicators for peacebuilding and statebuilding in fragile and conflict affected states. These include the Goals, Targets, and Indicators for Measuring and Monitoring Armed Violence, developed by UNDP and the Secretariat of the Geneva Declaration on Armed Violence and Development, and the efforts led by the International Dialogue on Peacebuilding and Statebuilding and the World Bank to operationalize the seven goals identified in the Dili Declaration through consensus around a set of peacebuilding and statebuilding indicators. Upcoming milestones in these processes include the Geneva Declaration Second Ministerial Review Conference, from 31 October to 1 November 2011, and the Fourth High Level Forum on Aid Effectiveness in Busan, Republic of Korea (HLF-4), from 29 November to 1 December 2011.

These various efforts to measure peace consolidation have often not been commonly understood or closely aligned. *Monitoring Peace Consolidation: United Nations Practitioners Guide to Benchmarking*,¹ published in December 2010, represents the first attempt to provide a common resource for practitioners across the UN system engaged in measuring peace consolidation. The handbook, produced under the direction of a Steering Committee chaired by PBSO and including DPA, DPKO, UNDP, and DOCO, identifies principles and methodologies that can be used in establishing benchmarking systems adapted to their specific contexts.

¹ The handbook was developed in partnership with the Oslo-based Fafo Institute for Applied International Studies and the Norwegian Peacebuilding Centre (NOREF), with funding provided by the Norwegian Ministry of Foreign Affairs. http://www.un.org/peace/peacebuilding/pdf/Monitoring_Peace_Consolidation.pdf

This seminar aims to take the discussion forward by identifying recent trends and continued challenges in measuring peace consolidation, across very different countries and regions. It will examine how the various efforts underway – globally and across different countries – differ, and whether and to what extent lessons can be learnt and applied to each other. It will also consider the question of resourcing benchmarking exercises, which place a potentially significant burden on national and international actors who are otherwise seeking to achieve peace consolidation. It will, finally, seek to identify how the processes leading to the development of benchmarks, and monitoring and reporting against them, might be improved. It is hoped that these areas of focus could assist stakeholders in painting a more accurate and nuanced representation of peace consolidation that can better inform their collective and individual strategic decision-making.

Format and Participants

The workshop will bring together 40-45 senior and expert-level participants, including representatives of UN Member States, UN entities engaged in measuring aspects of peace consolidation, the World Bank, the OECD, and independent research and policy institutions, for an informal discussion under the Chatham House Rule.

Agenda

8:45 **Breakfast**

9:00 – 9:10 **Welcome**

Dr. Edward C. Luck, Senior Vice President for Research and Programs, IPI

9:10 – 9:30 **Introduction: Why benchmarking?**

How have current understandings of peace consolidation evolved? Can peace consolidation be measured and benchmarked? What progress have we made in approaches to benchmarking? What are the implications for the UN of the various processes now underway?

Speaker: **Dr. Bruce Jones, Director and Senior Fellow, NYU Center on International Cooperation**

9:30 – 11:00 **Session 1: Recent trends in Security Council benchmarking and challenges in political and security transitions**

- *How did Security Council benchmarking originate and how has it evolved over time? How have mission experiences with benchmarking shaped this evolution? In which contexts have benchmarks been found useful?*
- *Who within UN headquarters and missions sets, monitors, and reports against Security Council benchmarks? What resources are available to support these exercises, and are they adequate?*
- *How have Security Council benchmarks influenced: (1) determinations about the speed of drawdown of formed military and police units; (2) adjustment of other key mission capabilities, such as those supporting SSR or reintegration of ex-combatants; and (3) decisions to mandate a high-level political presence following the withdrawal of a peacekeeping mission? At the sub-national level, what peace consolidation imperatives drive different approaches to benchmarking within a country?*
- *How does benchmarking work for mandates related to rule of law and reform of security institutions, where sustainable change may take a generation or more? Are there examples of realistic benchmarks for progress in the lifespan of a mission that can be used to show contribution to peace consolidation, and support planning for transition and drawdown?*

Chair: **Dr. Edward C. Luck**, *Senior Vice President for Research and Programs, IPI*

Speakers: **Mr. Darko Mocibob**, *Senior Political Affairs Officer, UN Department of Political Affairs*
Professor Ian Johnstone, *Professor of International Law, The Fletcher School, Tufts University*
Dr. William Durch, *Senior Associate, Future of Peace Operations, The Stimson Center*

11:00 – 11:15 Break

11:15 – 12:45 Session 2: Measuring peace consolidation in UN planning frameworks and strategies

- *What criteria could guide the exit of countries from the agenda of the Peacebuilding Commission (PBC)? How might these relate to Security Council benchmarks, as well as to efforts to monitor and track progress toward national strategic frameworks and national processes?*
- *What has been the experience with measuring peace consolidation in non-mission contexts? How can the UN system support the development of peace consolidation benchmarks in non-mission environments, or benchmarks at the regional or sub-regional level?*
- *How are peace consolidation outcomes being defined and measured in UN Development Assistance Frameworks (UNDAFs) and other planning instruments used by UN agencies, funds, and programs?*

Chair: **Ms. Marta Ruedas**, *Deputy Assistant Administrator and Deputy Director, UNDP Bureau for Crisis Prevention and Recovery*

Speakers: **Ambassador Rick Barton**, *Representative to the Economic and Social Council, United States Mission to the UN*

Mr. Stephen Jackson, *Team Leader, Policy and Planning Unit, UN Department of Political Affairs*

Mr. Chetan Kumar, *Senior Conflict Prevention Adviser, UNDP Bureau for Crisis Prevention and Recovery*

12:45 – 14:45 Working Lunch / Session 3: Wider trends in measuring peace consolidation

- *What are current and evolving trends in the formulation of peace consolidation benchmarks and goals, and related progress indicators, outside of UN contexts? Is there an emerging consensus on specific outcomes? What do these trends suggest in terms of the data that we require?*
- *How might the Geneva Declaration and the International Dialogue on Peacebuilding and Statebuilding contribute to the development of peace consolidation goals and related progress indicators?*
- *How are peace consolidation outcomes incorporated into development frameworks used by the World Bank, and what lessons have been learned in this regard? What are the relevant findings of the 2011 World Development Report on Conflict, Security, and Development?*

Chair: **Mr. Mariano Aguirre**, *Managing Director, Norwegian Peacebuilding Centre (NOREF)*

Speakers: **Mr. Svein Erik Stave**, *Researcher, Fafo Institute for Applied International Studies*

Mr. Stephan Massing, *Team Leader, International Network on Conflict and Fragility (INCAF), OECD*

Dr. Gary Milante, *Research Economist, 2011 World Development Report, World Bank*, and **Ms. Holly Benner**, *Operations Officer, State- and Peace-Building Fund, World Bank*

14:45 – 15:00 Break

15:00 – 16:30 Session 4: Building national capacities and strengthening collaboration

- *How can national capacities for planning and policymaking be strengthened so that countries themselves are better able to “negotiate” and own peace consolidation benchmarks?*
- *How can national capacities for monitoring and evaluation – in particular, for data collection, surveying public opinion, and measuring changes in perceptions and attitudes – be strengthened and contribute to ongoing benchmarking exercises?*
- *How can sharing of data across a range of national and international stakeholders inform distinctly different benchmarking exercises? How can reporting be made relevant to different institutional needs?*
- *What political, institutional, and technical challenges have been encountered in aggregating and analyzing data collected by different actors?*

Chair: **Mr. Cedric de Coning**, *Research Fellow, ACCORD and the Norwegian Institute of International Affairs (NUPI)*

Speakers: **Mr. Armand Kasumbu Borrey**, *Minister of Planning, Orientale Province, Democratic Republic of the Congo*

Mr. Vincent Kayijuka, *Senior Peacebuilding Officer, UN Peacebuilding Support Office*

Dr. Erin McCandless, *Part-time faculty member, the Graduate Program in International Affairs, The New School, and Co-Executive Editor, the Journal of Peacebuilding and Development*

16:30 – 17:00 Wrap-up and next steps

What lessons can be learned from different efforts at benchmarking and measuring progress against peace consolidation? What should the UN do to improve the quality of benchmarking exercises, their development, and monitoring and reporting on them? In the context of expected transitions of UN missions in Burundi, the Democratic Republic of the Congo, Sierra Leone, and, Timor-Leste, how can benchmarking processes more effectively inform strategic decision-making on the timing and nature of adapting peacekeeping operations and political missions to these transitions?

Speaker: **Ms. Izumi Nakamitsu**, *Director, Division of Policy, Evaluation and Training, UN Department of Peacekeeping Operations*