CSOs and the IDPS - POLICY BRIEF 1

THE INTERNATIONAL DIALOGUE ON PEACEBUILDING AND STATEBUILDING WITHIN A WIDER INTERNATIONAL DIALOGUE ON AID EFFECTIVENESS.

An introduction - August 2011

I. What is the Background to the IDPS?

The decision to initiate an International Dialogue on Peacebuilding and Statebuilding (IDPS)[i] originated at the 3rd High Level meeting on Aid Effectiveness in Accra (Ghana) in September 2008. [ii] It found expression in paragraph 21 of the Accra Agenda for Action:

> "*At the country-level, donors and developing countries will work and agree on a set of realistic peacebuilding and statebuilding objectives that address the root causes of conflict and fragility and help ensure the protection and participation of women. This process will be informed by an international dialogue between partners and donors on these objectives as prerequisites for development.*"

But the discussion on aid effectiveness in so-called 'fragile states' and situations of fragility had already begun earlier. In 2007 OECD DAC Development Ministers and Heads of Agencies endorsed a Policy Commitment and set of "Principles for Good International Engagement in Fragile States and Situations of Conflict".[iii]   The Principles aim to complement and inform the commitments set out in the 2005 Paris Declaration on Aid Effectiveness which had noted the need to adapt and apply aid effectiveness principles to differing country situations, particularly fragile states.

The Principles for Good International Engagement in Fragile States and Situations.

- Take context as the starting point;
- Ensure all activities do no harm;
- Focus on state-building as the central objective;
- Prioritise prevention;
- Recognise the links between, political, security and development objectives;
- Promote non discrimination as a basis for inclusive and stable societies;
- Align with local priorities in different ways in different contexts;
- Agree on practical co-ordination mechanisms between international actors:
- Act fast…but stay engaged long enough to give success a chance
- Avoid pockets of exclusion ("aid orphans").

The Principles recognise that:

▶ Fragile states confront particularly severe development challenges such as weak governance, limited administrative capacity, chronic humanitarian crisis, persistent social tensions, violence or the legacy of civil war.
▶ A durable exit from poverty and insecurity for the world's most fragile states will need to be driven by their own leadership and people.
▶ Although international engagement will not by itself put an end to state fragility, the adoption of the shared principles can help maximize the positive impact of engagement and minimise unintentional harm.

The long-term vision is to help national reformers build legitimate, effective and resilient state institutions. Progress towards this goal requires joined-up and coherent action within and among governments and organisations.

The Principles were field-tested in eight countries during 2006-2007: the Solomon Islands, the DRC, Haiti, Sudan, Guinea Bissau, Nepal, Somalia and Yemen.

In the preparations for Accra, representatives of 'fragile state' governments had criticized the donors for discussing this challenge only among themselves, and urged them to enter into a proper dialogue with them (see the Kinshasa Statement of July 2008)[iv]. This then resulted in the IDPS process.

II. What is the IDPS Purpose and Progress to Date?

The purpose of the IDPS is to provide a platform for participants to

▪ **share** peacebuilding and statebuilding experiences
▪ **gather and discuss** good practices and constraints to delivering effective international assistance in support of peacebuilding and statebuilding
▪ **identify** a realistic set of objectives for peacebuilding and statebuilding that could guide national and international partners
▪ **build trust** between participating countries and organisations.

The main successive events in the IDPS process till July 2011 have been the following:

■ December 2008 in Paris: Formal launch of the IDPS. It brings together representatives from partner countries, bilateral donors and multilateral organisations – but not yet from civil society.
■ March 2009 in Geneva: 2nd preparatory meeting: participants agree on the overall concept and format of the process.
■ Later 2009-early 2010: Multi-stakeholder consultation processes, in different countries (Burundi, Central African Republic, Democratic Republic of Congo, Liberia, Sierra Leone, Timor Leste)[v], around the questions:

- What are key peacebuilding and statebuilding objectives at the national and/or regional level?
- What are important obstacles for governments and external actors to achieve or support peacebuilding and statebuilding objectives?
- What are good practices and success stories in peacebuilding and statebuilding that can be shared with the International Dialogue?
- Which strategic planning modalities are key for peacebuilding and statebuilding?

- April 2010: First High-Level meeting of the IDPS, in Dili (Timor Leste), resulting in the creation of the g7+[vi] and in the Dili Declaration. [vii] Civil society now had a meaningful presence. At the meeting participants also identified 4 focus areas, around which subsequent working groups were developed. These are: Political dialogue, planning, external assistance to capacity-development and aid instruments.
- December 2010: First meeting of the thematic working groups, in Paris, with exchanges of case experiences and reflections on good practices.
- Spring 2011: The Working Groups met in the spring of 2011 to discuss a draft paper with tentative recommendations, prepared by one or two consultants per Working Group. The Working Groups on 'capacity development' and 'aid instruments' gathered in Kinshasa (Democratic Republic of Congo) in April 2011, and those on 'political dialogue' and 'planning' in Freetown (Sierra Leone) in May 2011. Final versions of the consultants' papers were subsequently produced. [viii]
- June 2011-Monrovia (Liberia): Second High-Level meeting of the IDPs. This generated the "Monrovia Roadmap", which articulates five specific peacebuilding and statebuilding objectives and some tentative commitments. [ix]

The next steps are going to be:

- August-September 2011: Further work by a small group of g7+ people, the IDPS secretariat and the co-chairs, on draft articulations of 'commitments', to then circulate for wider consultation.

- September 2011: A High-Level meeting in Addis Ababa, organised by the African Development Bank, AU Commission and UN Economic Commission for Africa, with participation of the IDPS. This event will seek to engage, in particular, more African governments and CSO networks.

- August-November 2011: Five working groups focusing on international and country-level indicators to measure progress against the 5 peacebuilding and statebuilding objectives agreed in the Monrovia Roadmap.

- Late November-early December 2011: IDPS presence and message to the 4th High Level Forum in Busan (South Korea).

For a brief visual overview, see the bottom level graph on page 7.

interpeace

III. How does the IDPS fit into a wider policy dialogue on Aid Effectiveness?

The above paragraphs have already revealed that the framing of the IDPS and the dynamics of the IDPS process must be understood in relation to a wider international policy dialogue on poverty reduction and on aid effectiveness. The key references here are the Millennium Development Goals (MDGs) and the Paris Principles on Aid Effectiveness with the closely related Accra Agenda for Action (AAA). A brief visual overview can be found in the upper part of page 7.

a. The Millennium Development Goals.[x]

In September 2000, building upon a decade of major UN conferences and summits, world leaders came together and adopted the UN Millennium Development Declaration, committing their nations to a new global partnership to reduce extreme poverty, and setting out a series of time-bound objectives – with a deadline of 2015- that have become known as the Millennium Development Goals (MDGs). There are 8 goals with 21 targets and a series of measurable indicators for each target.

Subsequent summits and high level events (2005, 2008, and 2010) have sought to keep the momentum for this ambitious global agenda. Since 2005 annual reports monitor progress. Yet it is becoming apparent that the targets will not be achieved everywhere by 2015 and that 'fragile states' in particular are unlikely to achieve any of them by that deadline. [xi] Hence a specific interest in these situations of fragility in the context of achieving the MDGs.

b. International Policy Dialogue on Aid Effectiveness.

Simultaneously, there is also for several years now a process of international policy dialogue on aid effectiveness, which culminates periodically in 'high level meetings'. The 1st High Level Forum (HLF) on Aid Effectiveness took place in Rome in 2003 and generated the "Rome Declaration on Harmonisation".[xii] The 2nd HLF took place in Paris in 2005 and generated the Paris Principles, which remain a central reference point. [xiii]

The Paris Declaration
outlines the following five fundamental principles for making aid more effective:

1. Ownership: *Developing countries set their own strategies for poverty reduction, improve their institutions and tackle corruption.*

2. Alignment: *Donor countries align behind these objectives and use local systems.*

3. Harmonisation: *Donor countries coordinate, simplify procedures and share information to avoid duplication.*

4. Results: *Developing countries and donors shift focus to development results and results get measured.*

5. Mutual accountability: *Donors and partners are accountable for development results.*

Twelve indicators of progress were also identified, and targets set for 2010. [xiv] The articulation of the Paris Principles raised fairly high expectations. [xv]

The 3th HLF in Accra (2008) provided a first opportunity to take stock about the influence of the Paris Principles. The Accra Agenda for Action (AAA) was developed to give the whole implementation of the Paris Principles a greater momentum. [xvi]

The 4th HLF is currently being planned for Busan (South Korea) in late November and early December 2011. It seeks to broaden the agenda from an earlier concentration on 'aid effectiveness' to also a beginning reflection on 'development effectiveness'. [xvii]

One of the intended outputs of the International Dialogue on Peacebuilding and Statebuilding is to present a consensus statement to the 4th HLF in Busan, for adoption in the Busan Outcome Document.

IV. What other Important References are there for this Process?

There are three other very relevant references:

1. Monitoring Surveys of the Fragile States Principles.

The first Monitoring Survey of progress in the use and impact of the Fragile States Principles was published in 2010. There is a global synthesis report, as well as individual country reports about the quality of international engagement based on national consultations with Afghanistan, Central African Republic, Democratic Republic of Congo, Haiti, Sierra Leone and Timor-Leste across the areas of diplomacy, development and security. [xviii]

A second survey is currently underway with the results expected in September 2011.

2. Monitoring and Evaluating the Paris Principles.

Two monitoring exercises of the use and impact of the Paris Principles were published in 2006 and 2008 respectively. [xix] A third survey is underway in 2011. [xx]

An independent group has also evaluated the effects of the Paris Declaration on Aid Effectiveness. [xxi]

3. The World Development Report 2011.

This reports is focused on "Conflict, Security and Development" and therefore speaks directly to and provides relevant facts, figures and insights for the policy questions of development aid and its effectiveness in situations of conflict and violence-related fragility.

MILLENNIUM DEVELOPMENT GOALS AND TARGETS.

Goal 1: Eradicate Extreme Poverty and Hunger.
- **Halve the proportion of people living on less than $1 a day.**
- **Achieve decent employment for women, men and young people.**
- **Halve the proportion of people who suffer from hunger.**

Goal 2: Achieve Universal Primary Education.
- **By 2015, all children can complete a full course of primary schooling, girls and boys.**

Goal 3: Promote Gender Equality and Empower Women.
- **Eliminate gender disparity in primary and secondary education preferably by 2005, and at all levels by 2015.**

Goal 4: Reduce Child Mortality Rates.
- **Reduce by two-thirds, between 1990 and 2015, the under-5 mortality rate.**

Goal 5: Improve Maternal Health.
- **Reduce by three quarters, between 1990 and 2015, the maternal mortality ratio.**
- **Achieve, by 2015, universal access to reproductive health.**

Goal 6: Combat HIV/AIDS, Malaria and Other Diseases.
- **Have halted by 2015 and begun to reverse the spread of HIV/AIDS.**
- **Achieve, by 2010, universal access to treatment for HIV/AIDS for all those who need it.**
- **Have halted by 2015 and begun to reverse the incidence of malaria and other major diseases.**
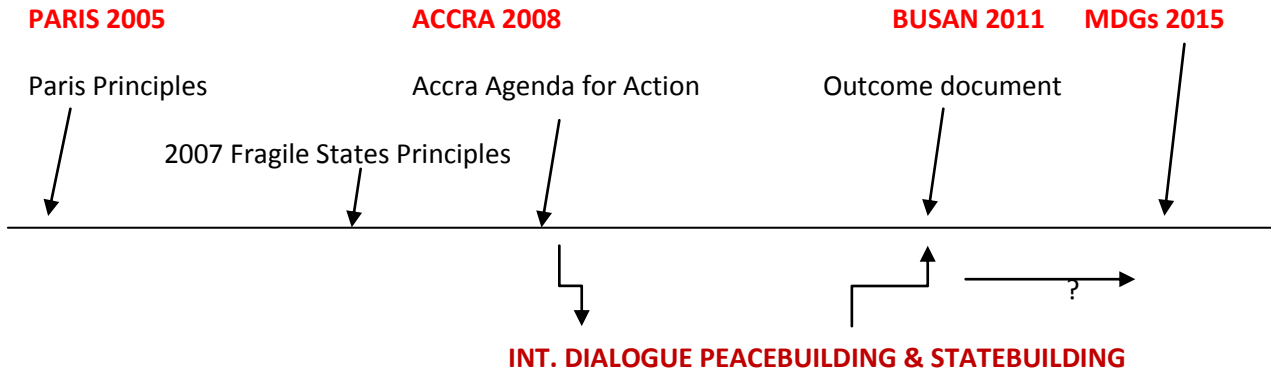
Goal 7: Ensure Environmental Sustainability.
- **Integrate the principles of sustainable development into country policies and programmes; reverse loss of environmental resources.**
- **Reduce biodiversity loss, achieving by 2010 a significant reduction in the rate of loss.**
- **Halve, by 2015, the proportion of the population without sustainable access to safe drinking water and basic sanitation.**
- **By 2020, to have achieved a significant improvement in the lives of at least 100 million slum dwellers.**
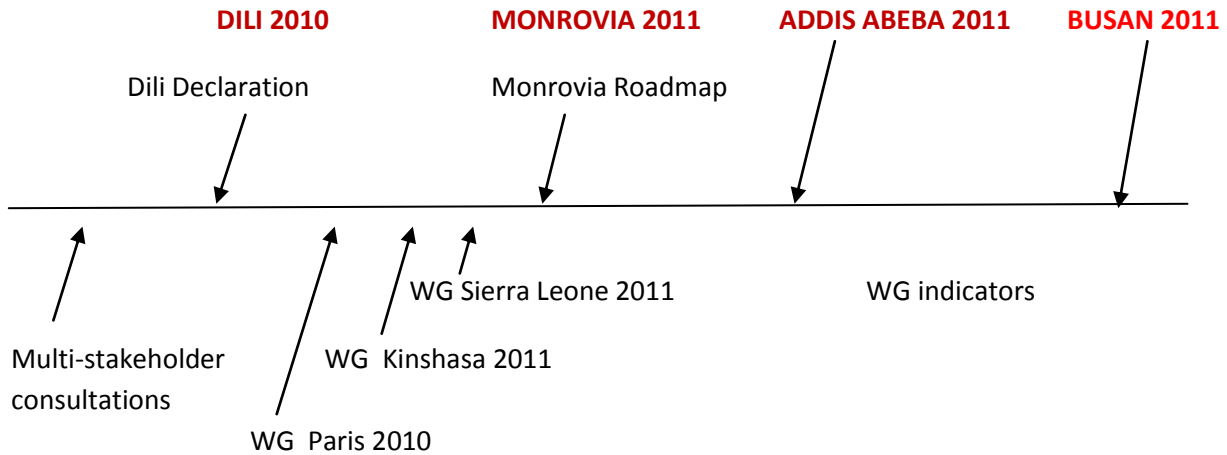
Goal 8: Develop a Global Partnership for Development.

- **Develop further an open, rule-based, predictable, non-discriminatory trading and financial system.**
- **Address the special needs of the Least Developed Countries.**
- **Address the special needs of landlocked developing countries and small island developing states.**
- **Deal comprehensively with the debt problems of developing countries through national and international measures in order to make debt sustainable in the long term.**
- **In co-operation with pharmaceutical companies, provide access to affordable, essential drugs in developing countries.**
- **In co-operation with the private sector, make available the benefits of new technologies, especially information and communications.**

INTERNATIONAL DIALOGUE ON AID EFFECTIVENESS

PARIS 2005   **ACCRA 2008**   **BUSAN 2011**   **MDGs 2015**

Paris Principles   Accra Agenda for Action   Outcome document

          2007 Fragile States Principles

INT. DIALOGUE PEACEBUILDING & STATEBUILDING

INTERNATIONAL DIALOGUE ON PEACEBUILDING AND STATEBUILDING.

          DILI 2010   **MONROVIA 2011**   **ADDIS ABEBA 2011**   **BUSAN 2011**

          Dili Declaration   Monrovia Roadmap

                                        WG Sierra Leone 2011   WG indicators

Multi-stakeholder   WG Kinshasa 2011
consultations

          WG Paris 2010

[i] For an official background history, see
http://www.oecd.org/document/60/0,3746,en_21571361_43407692_43414908_1_1_1_1,00.html (English)
http://www.oecd.org/document/48/0,3343,fr_2649_33693550_46082544_1_1_1_1,00.html (Français)

[ii] More info on the Accra event can be found at
http://www.accrahlf.net/WBSITE/EXTERNAL/ACCRAEXT/0,,menuPK:64861886~pagePK:4705384~piPK:4705403~theSitePK:4700791,00.html

[iii] The Principles in English: http://www.oecd.org/dataoecd/61/45/38368714.pdf, et en français:
http://www.oecd.org/dataoecd/61/44/38368761.pdf

[iv] The Kinshasa Statement: http://www.oecd.org/dataoecd/41/7/43415646.pdf

[v] The full country reports (in English or French) and a separate executive summary (in the alternative language) are available at : http://www.oecd.org/document/18/0,3343,en_21571361_43407692_45136914_1_1_1_1,00.html

[vi] The g7+ is the so-called 'club of fragile states'. For a short brief on the g7+ see
http://www.oecd.org/document/50/0,3746,en_21571361_43407692_46108466_1_1_1_1,00.html

[vii] Dili Declaration in English : http://www.oecd.org/dataoecd/12/30/44927821.pdf et en français
http://www.oecd.org/dataoecd/33/22/45066696.pdf

[viii] These papers can be found in English and French versions at
http://www.oecd.org/document/13/0,3746,en_21571361_43407692_47879501_1_1_1_1,00.html

[ix] The Roadmap in English : http://www.oecd.org/dataoecd/23/24/48345560.pdf et feuille de route de Monrovia en français: http://www.oecd.org/dataoecd/23/7/48346026.pdf

[x] The official website in English : http://www.un.org/millenniumgoals/ et en français:
http://www.un.org/fr/millenniumgoals/

[xi] See a statement on this at : http://www.oecd.org/dataoecd/20/50/46006119.pdf

[xii] Rome Declaration : http://www.oecd.org/dataoecd/54/50/31451637.pdf et en français
http://journeespgs.francophonie.org/IMG/pdf/declaration_rome.pdf

[xiii] Paris Principles
http://www.oecd.org/document/18/0,3343,en_2649_3236398_35401554_1_1_1_1,00.html et en français : http://www.oecd.org/document/15/0,3746,fr_2649_3236398_37192719_1_1_1_1,00.html

[xiv] For the indicators and the targets, see http://www.oecd.org/dataoecd/57/60/36080258.pdf et en français: http://um.dk/en/~/media/UM/NVI%20temp%20folder%20-%20EVAL/978-87-7087-014-6/Annexe4LaDeclarationdParis0808.ashx

[xv] See « Three good reasons why the Paris Declaration will make a difference."
http://www.oecd.org/dataoecd/53/30/36364587.pdf

xvi See a comprehensive report on the Paris Declaration and the AAA in English, French and other languages, at
http://www.oecd.org/dataoecd/30/63/43911948.pdf

xvii See the official website (English, French, Spanish and Korean) at http://www.aideffectiveness.org/busanhlf4/

xviii For the country and global report, in English and French versions, see
http://www.oecd.org/document/5/0,3746,en_21571361_42277499_42283205_1_1_1_1,00.html#Global_Report

xix Access the surveys at
http://www.oecd.org/document/44/0,3746,en_2649_3236398_43385196_1_1_1_1,00.html.

xx Learn about the 3th survey at
http://www.oecd.org/document/33/0,3746,en_21571361_39494699_39497377_1_1_1_1,00.html

xxi The full report, multi-lingual executive summaries and some policy briefs of the evaluation can be found at
http://www.oecd.org/document/60/0,3343,en_21571361_34047972_38242748_1_1_1_1,00.html