European Commission

Inter-Agency Workshop

Strengthening Cooperation in Fragile and Conflict-Affected Countries

Core Course on Fragility, Security and Development

Summary Report
Brussels, Belgium 9-13 September 2013

Disclaimer:

The contents of this report reflect discussions that took place during the workshop and should in no way be considered to represent a statement of fact or the official position of the organising institutions (the European Commission, with the support of the European External Action Service, World Bank, USAID and UNDP) or the institutions represented.

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As a collaborative initiative of DG DEVCO EuropeAid, other Commission services, the European External Action Service, UNDP, USAID and the World Bank, the inaugural Inter-agency Workshop on Strengthening Cooperation in Fragile and Conflict-Affected Countries - Core Course on Fragility, Security and Development - provided a unique opportunity for representatives of the EU institutions, UN system organisations, USAID and the World Bank to come together and achieve three valuable objectives:

1. To increase the participants' understanding about fragility and the nexus between fragility, security and development;

2. To promote a mutual understanding between key institutions working in fragile contexts in order to facilitate joint work, particularly at country level;

3. To encourage a sharing of experiences and knowledge among the participants and participating institutions with the final aim of building the human capital we need to work more effectively on the ground.

Introduction to conflict and fragility and working in fragile contexts

Day 1

Vincent Dowd, *Head of Cooperation in DRC* reflects on the importance of bringing programme and policy practitioners together

Plenary discussions on Day 1 focused on identifying key challenges to inter-agency cooperation in fragile states, but also collaborative actions, which will lead to even greater and more rapid tangible impacts on the ground. It was agreed that better understanding of other agencies' respective internal and external procedures is of critical importance to facilitate inter-agency work at the field level and it is also a prerequisite for ensuring that learning and knowledge from our work on the ground is efficiently and comprehensively acquired.

A joint presentation was made by representatives from the European External Action Service, the European Commission DG DEVCO, UNDP and USAID on:

i. The rationale for a good conflict analysis;
ii. How to conduct a conflict analysis;
iii. The actors that need to be involved in a conflict analysis; and
iv. How to move from the conflict analysis to a programmatic response.

> *Conflict analysis is about understanding the context and engaging actors in defining priorities and responses.*

The role of rule of law in FCAS

Day 2

Sharmeela Rasool, *CTA for Rule of Law in UNDP Pakistan* encourages us to do away with institutional silos

During Day 2, participants worked on the concepts of "rule of law" and "social contract" and how they are inter-linked. Existing definitions often focus on the formal aspects of the rule of law and do not hone in on the critical question of what binds political officials to honour existing rules and institutions. This point is of particular importance in transition contexts, and when not properly addressed, there is a risk of building empty and meaningless legal frameworks, which will not provide justice. On the other hand, participants agreed that in situations where the social contract has been compromised or restored, it is important to avoid the winner taking it all.

Participants discussed supporting the development of effective and transparent justice systems to increase trust between individuals, communities and the state, and increasing security and justice for victims of sexual and gender-based violence (GBV), noting the important role that the media can have in transitional justice processes.

The day's final sessions addressed development and security challenges in FCAS and how best to combine different instruments to help restore stability. Addressing the underlying causes of conflict, on a case by case basis and in a national and regional context, was considered crucial to establishing the foundations for development.

The social contract is forged on the basis of an agreement between elites and citizens. It is credible when it adquately reflects citizens' expectations and the state's capacity to meet those expectations.

The role of governance and state building approaches in FCAS

Day 3

Birgit Loeser in charge of planning civilian *CSDP missions for the EU* highlights the importance for mission planers to understanding who are the other actors active in the country where the mission is being deployed, and what are their approaches and capacities

On Day 3, the EU's *Delegated Cooperation with EU Member States, EU Trust Funds and State Building Contracts*, the UN's *Pooled Funding Mechanism for the New Deal* and various UN/World Bank *Trust Funds for fragile countries* aid delivery mechanisms were analysed, with participants raising the following issues:

i. the complementarity of the different instruments (and particularly EU Trust Funds and State Building Contracts);
ii. the thematic focus of some of the future EU Trust Funds;
iii. the tools used to conduct risk assessments and assess the macro-economic eligibility in the framework of State Building Contracts; and
iv. the challenges of joint implementation in the context of Multi-partner Trust Funds.

Fragiliy and conflict undermine the quality, quantity, and consistency of government functions and essential services at precisely the moment when citizens are in urgent need of them.

Employment/income generation and access to basic services in FCAS

Day 4

Peter Davis from the *Donor Committee on Enterprise Development* reflects on the importance of both formal learning and more unstructured dialogue among practitioners

The role of the Private Sector Development (PDS) in FCAS was the main subject of Day 4. PSD can have a significant role in peacebuilding, but when designing PSD programmes we need to be flexible, innovative and have a clear and realistic set of priorities. It is important to accept risk and start early in the post conflict phase.

UNDP presented their approach to early recovery and economic revitalization in fragile and conflict-affected countries: consisting of three types of complementary and simultaneous transformational capacity development interventions: (i) Track A (short-term): Livelihoods stabilisation; (ii) Track B (medium-term): Local economic recovery for employment and integration; and (iii) Track C (long-term): Sustainable employment and inclusive growth.

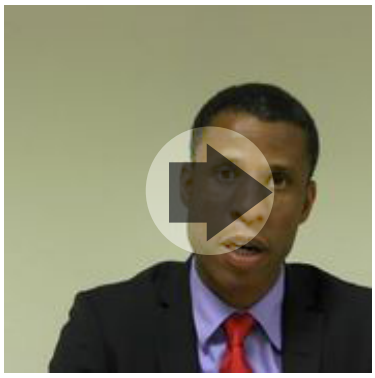
The EU, UNDP and World Bank definitions of "resilience" were also a key discussion point, and it was concluded that all existing definitions focus on the ability to withstand and recover from shocks. Definitions also stress the need to tackle structural causes in order to prevent recurrent crises, and therefore, resilience involves not only post-conflict interventions, but also preventive and longer term development measures.

Interventions in support of inclusive private sector development can strenghten local market systems and improve the position of crisis-affected people and communities within them.

NEW DEAL – A window of opportunity to strengthen donor coordination in FCAS

Day 5

Collin Shepherd, working on conflict affected states in Africa in the *International Finance Corporation* is encouraged that private sector devleopment in fragile states is a topic of increasing interest



The Inter-Agency Workshop concluded on Day 5 with the recognition that inter-agency cooperation is more needed than ever before if existing resources are to be used optimally. A series of recommendations for the further development of cooperative strategies are presented on the final page of this report.

The Inter-agency Workshop on strengthening Cooperation in Fragile and Conflict-Affected Countries- Core Course on Conflict, Security and Development, was the pilot course of a new era of intra-agency cooperation: future courses are planned to take place next year, but can only take place with the support of the stakeholders involved.

"The demands of fragile settings make coherece and good coordination critical.

Key Findings and Recommendations

1. To set up **joint mechanisms at country level** to design indicators during the design of State Building Contracts by the EU in fragile countries. The UN could also be associated through capacity building actions (beyond Public Finance Management) in the framework of EU-funded budget support operations.

2. To **carry out a study** focusing on limited number of countries (2-3) where UNDP and the EU already work together to capture lessons learnt and develop methodological guidance on how to enhance responsiveness, inclusiveness and conflict sensitiveness of sub-national authorities in fragile countries.

3. To create **inter-agency technical and fact-finding missions** to FCAS.

4. To establish **common mechanisms for peer review policies, guidance and knowledge products**, etc

5. To establish a **common roster of experts** to tap on for assignments in fragile countries.

6. To **work together in fragile and conflict-affected countries** in order to improve aid financing modalities and enhance Government-donor mutual accountability mechanisms in line with the principles of the New Deal for engagement in fragile states and the Paris Declaration on Aid Effectiveness.

7. To **increase the complementarity betwen donor agencies**, including through sharing conflict analysis during planning and programming processes, and to establish clear and transparent communication mechanisms among them and with the Government.

8. At country level, **establish Government-led joint monitoring mechanisms** involving national authorities in specific thematic areas.

9. Promote incentives for **joint planning, joint knowledge productsand joint assessment and research.**

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