

Session 4: Thinking through the security-development nexus

Training Course on EU External Action: Fragility, Security and Development in a Changing World

Andrew Sherriff, Head of Programme, ECDPM

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Ordering of the session

- Principles, Goals, & Frameworks for Conceptualising Responses
- Exercise “Conceptual Frameworks Meet Reality” and report back
- Challenges of implementation of better responses... some recent evaluation findings...
 - *Fragile States Principles*
 - *Multi-donors in South Sudan*
 - *European Commission*
 - *Even ‘Good pupils’ struggle...*
- Pragmatic/potential solutions – process of change management and the limits of this?
- Ending on a positive note...

Principles, Goals, &
Frameworks for Conceptualising
Responses

A. OECD Principles for good international engagement in fragile states and situations (FSPs) (2007)

#1 Take context as the starting point.

#2 Do no harm.

#3 Statebuilding as the central objective.

#4 Prioritise prevention.

#5 Recognise the links between political, security and development objectives.

#6 Promote non-discrimination for inclusive, stable societies.

#7 Align with local priorities in different ways and in different contexts.

#8 Co-ordination mechanisms between international actors.

#9 Act fast... but stay engaged

#10 Avoid pockets of exclusion.

What should be priorities, 'sequencing' and models to guide dealing with the challenges of security and development in fragile states?

5 Different "Integrated/Comprehensive"- Models/Frameworks/Guidance

Draw from: International Agreed
Frameworks/ Multilaterals / Bilateral /EC
(prior to Comprehensive Approach)/ US
Military

Please refer to your A3 handouts now

Example 1: New Deal G7+ and OECD countries have signed up (including EU) (2011 agreed)

THE **NEWDEAL** CREATES CHANGE BY...

Addressing what matters most for the 1.5 billion people affected by conflict and fragility

Use the **PEACEBUILDING & STATEBUILDING GOALS (PSGs)** as the foundation for progress toward the Millennium Development Goals & as a guide for work in fragile and conflict-affected states

PEACEBUILDING & STATEBUILDING GOALS (PSGs)

LEGITIMATE POLITICS - Foster inclusive political settlements & conflict resolution

SECURITY - Establish & strengthen people's security

JUSTICE - Address injustices & increase people's access to justice

ECONOMIC FOUNDATIONS - Generate employment & improve livelihoods

REVENUES AND SERVICES - Manage revenue & build capacity for accountable & fair service delivery

Putting countries in the lead of their own pathways out of fragility

FOCUS on new ways of engaging by supporting inclusive, country-led transitions out of fragility, based on five elements:

FOCUS

F **RAGILITY ASSESSMENT** of the causes & features of fragility, which is country led, as the basis for one vision one plan

O **NE VISION & ONE PLAN** which is country-owned & led to address the PSGs & to transition out of fragility

C **OMPACT** to implement the one vision one plan & to guide partnership between all parties to achieve the PSGs

U **SE** the PSGs to monitor progress

S **UPPORT POLITICAL DIALOGUE & LEADERSHIP** for effective peacebuilding & statebuilding

Building mutual trusts & strong partnerships

TRUST in a new set of commitments to provide aid & manage reforms for better results

TRUST

T **RANSPARENCY** in the use of domestic resources, enhanced & at every level

R **ISK** that is jointly assessed & managed for better & greater investment in fragile states

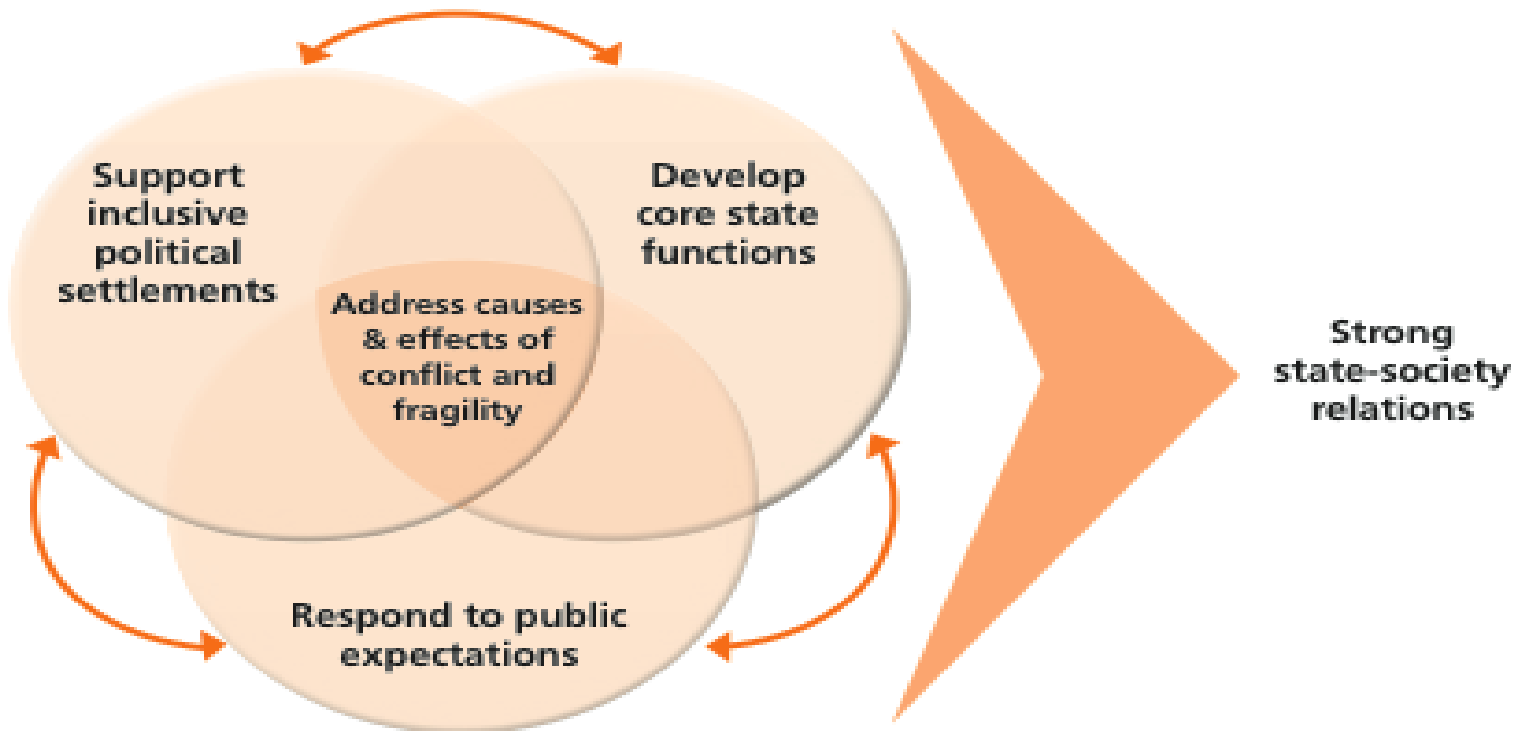
U **SE OF COUNTRY SYSTEMS** building & delivering through them

S **TRENGTHEN CAPACITIES** of local institutions & actors to build peaceful states

T **IMELY & PREDICTABLE AID** through simplified, faster & better tailored mechanisms

Example 2: UK DFID – Building peaceful states and societies

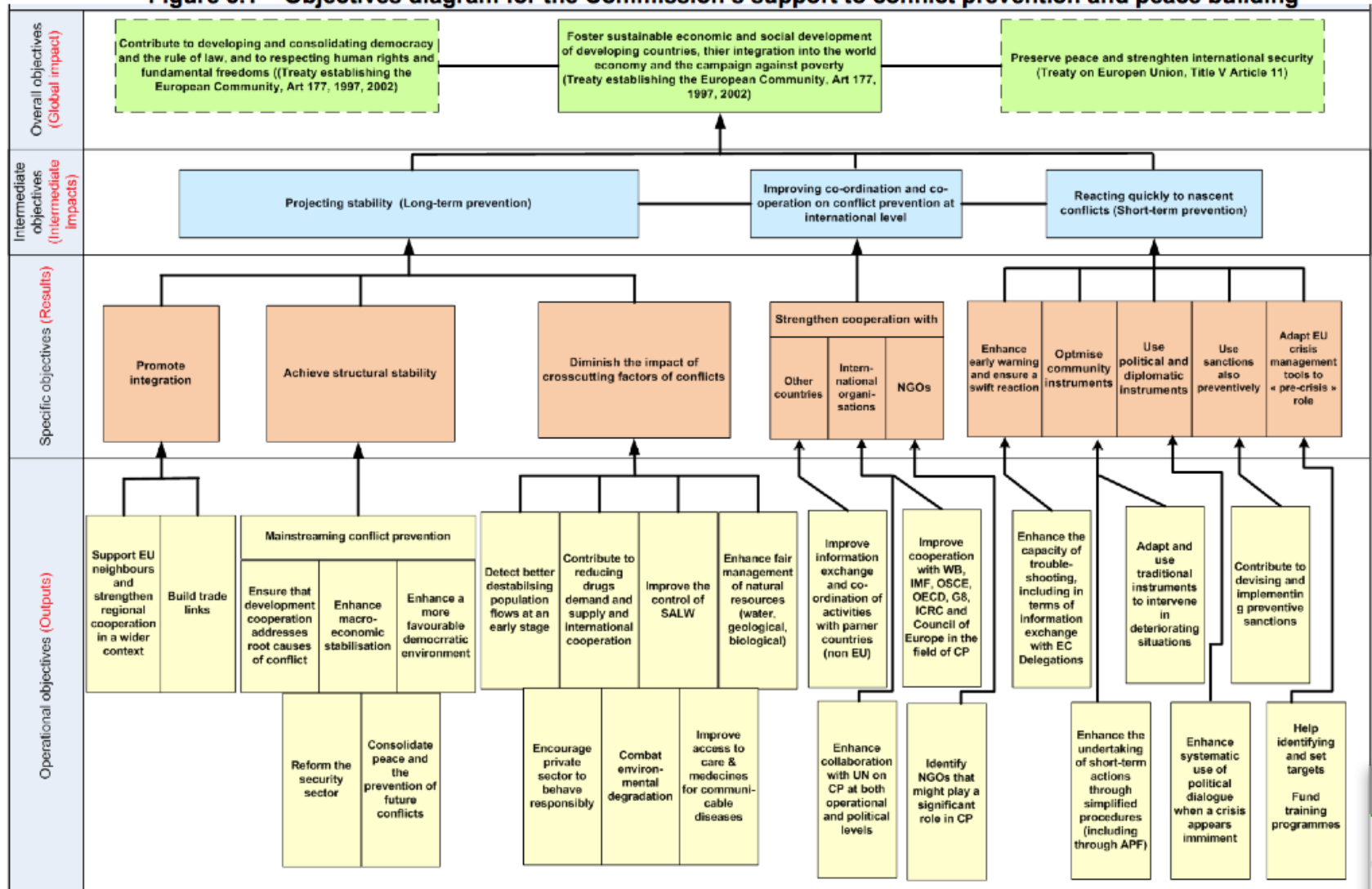
GOAL: Building peaceful states and societies



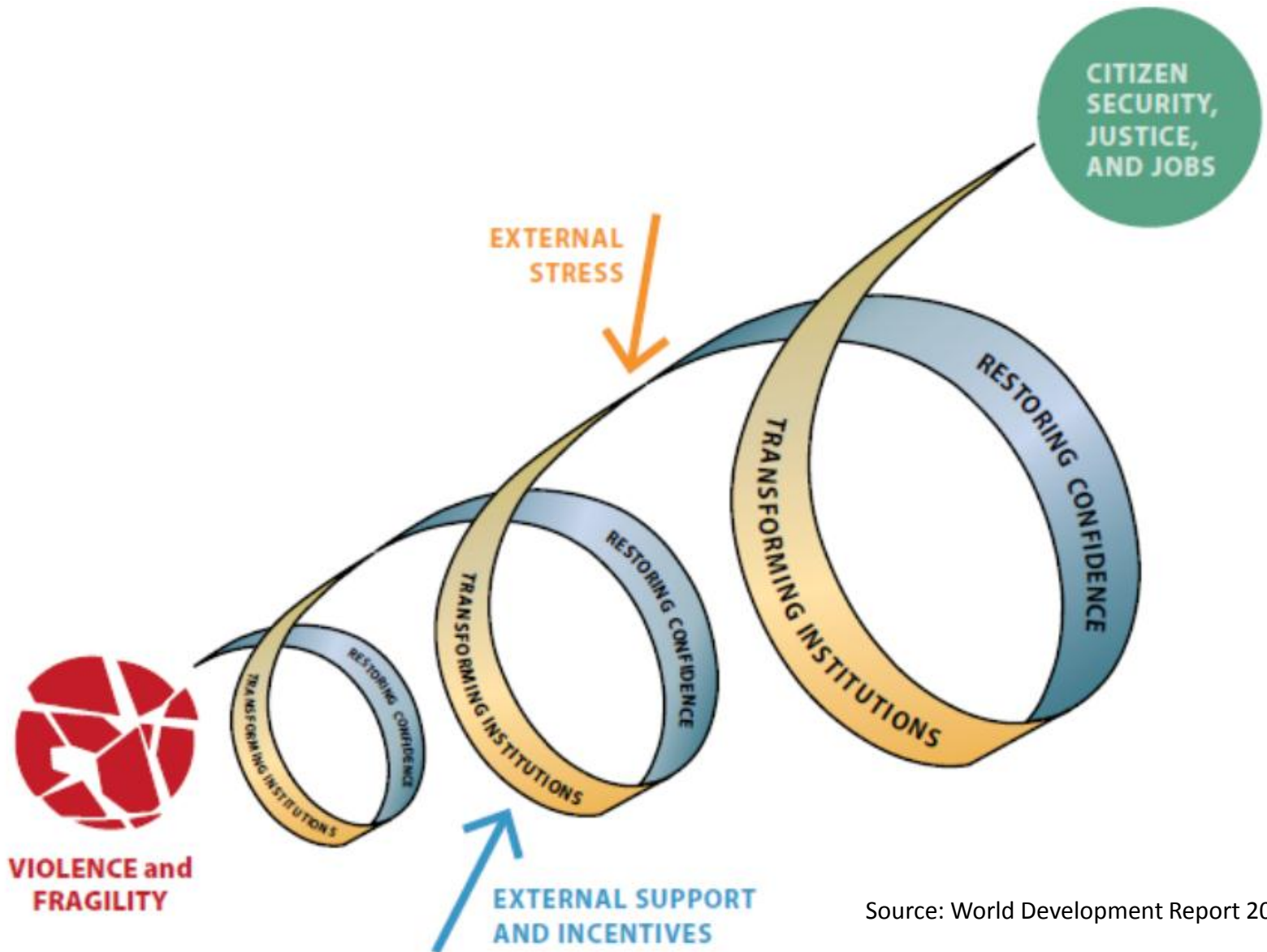
Source: DFID (2010), *Building Peaceful States and Societies. A DFID Practice Paper*

Example 3: European Commission Conflict Prevention Policy 2001

Figure 3.1 – Objectives diagram for the Commission’s support to conflict prevention and peace building



Example 4: World Bank – Conflict, Security and Development model



Source: World Development Report 2011

Example 5: US Joint Chiefs (Military) Counter-Insurgency

Comprehensive Approach to Counterinsurgency



Figure III-1. Comprehensive Approach to Counterinsurgency

Just to balance up the other models that come mainly from development rather than a 'hard' security background. Source: Chairman Joint Chiefs of Staff, Counterinsurgency, 2013

Exercise

Small Group Exercise- '5 Frameworks' Meet Reality...

1. What do you **like (personally)** about the 5 different examples?
2. Which one is **your favourite** and why?
3. Which one do you think **your institution** would be most **comfortable with** and **why**?

Suggested time 15 minutes

1. Collectively in the group **agree and one example/framework** from the 5 given?
2. Discuss the operational challenges if you were to actually implement it within **your** agency with the group?
3. Discuss and agree a) the **3 greatest challenges** you see with your chosen example being implemented arising for your discussions and also b) **3 opportunities** to get it more systematically adopted – you are welcome to use real examples from your experience to illustrate these or not

Suggested time 15 minutes

What you need

1. 5 framework print out hand out
2. A rapporteur to report back to the group
3. Flip chart paper and pen
4. Total 30 minutes

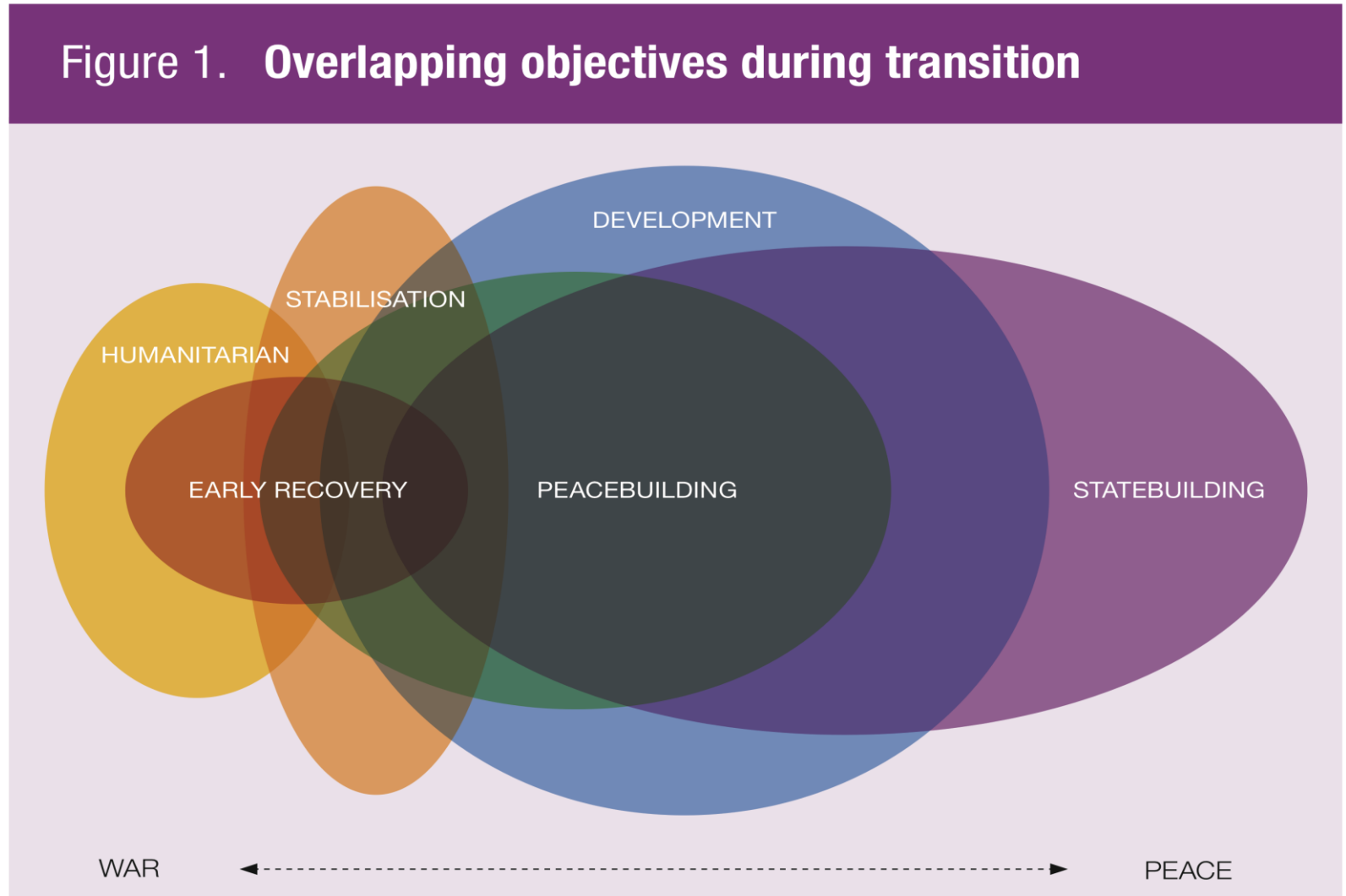
Reporting Back From Group Work

20 minutes

How well is the international community doing with its response and what are the challenges?

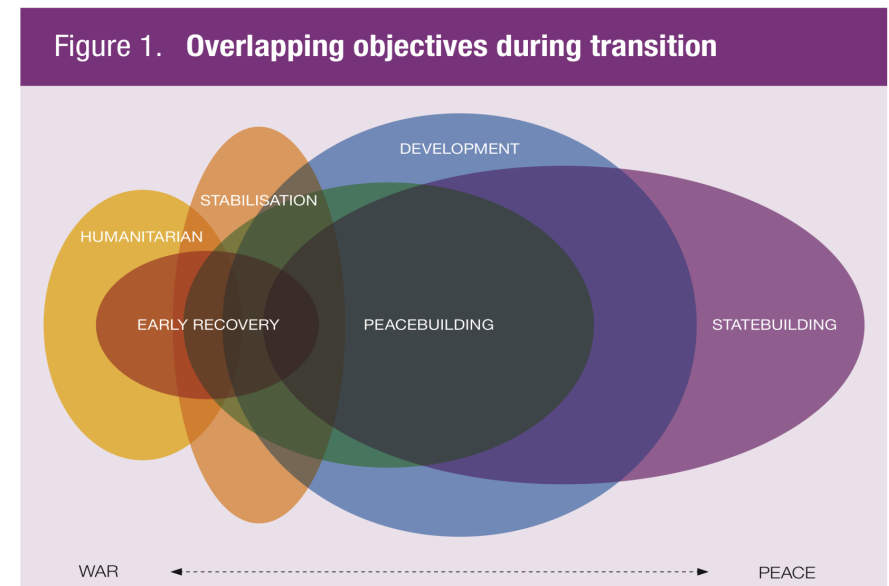
Sharing space or a comprehensive/integrated approach?

Figure 1. **Overlapping objectives during transition**



Question to audience 1 - Sharing space or working comprehensively/integrated ACROSS domains – your thoughts – what is the current modus operandi you are familiar with ?

- A. Just sharing space not working together
- B. Mostly sharing space - limited working together
- C. Working together sometimes
- D. Working together often
- E. Working together most of the time
- F. Working together always



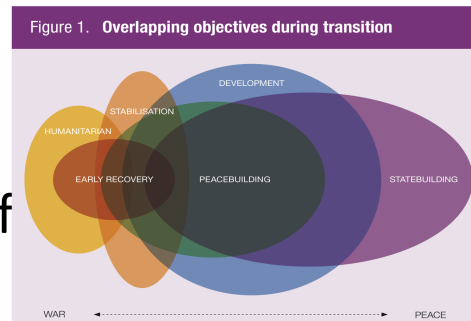
Example: Do we have the same ideas/goals even within governments/EU?

DEVCO & Development Agencies

- Statebuilding
- Development
- Civilian governance of justice and security
- Concerns about 'securisation' of aid

EEAS and Foreign Ministries

- Peacebuilding
- Conflict prevention,
- Stabilisation
- Crisis management
- Security



Actors have different views of country context/dynamics, Different understanding of Transition / Hesitation to create a shared strategic vision

Some Analysis of International Responses –

Independent Studies and Evaluations

(if there is time only – otherwise this following section will be skipped)

(mainly coming from development sector as security sector doesn't often publish its evaluations)

10 Fragile States Principles...we previous looked at – are they well implemented?

LEVEL OF IMPLEMENTATION*	BROADLY ON-TRACK	6. Promote non-discrimination as a basis for inclusive and stable societies
	PARTLY ON-TRACK	7. Align with local priorities in different ways in different contexts
	PARTLY OFF-TRACK	1. Take context as the starting point
		3. Focus on statebuilding as the central objective
		4. Prioritise prevention
	OFF-TRACK	5. Recognise the links between political, security and development objectives
		2. Do no harm
		8. Agree on practical co-ordination mechanisms between international actors
		9. Act fast... but stay engaged long enough to give success a chance
		10. Avoid pockets of exclusion
Broadly on-track:	Good progress in implementation of the Fragile States Principles	Source: OECD <i>Conflict and Fragility International Engagement in Fragile States Can't we do better?</i> 2011
Partly on-track:	Commitment and some progress in implementation	
Partly off-track:	Commitment but implementation is insufficient	
Off-track:	Limited commitment and poor to non-existent implementation	

Is change happening?

“The New Deal also call for [agencies] to fundamentally change their modus operandi. Operating effectively in countries in danger of falling back into conflict demands risk-taking, speedy action, flexibility, persistence and even creativity.

The tragedy is that – as the signing of the New Deal demonstrates – the ‘better angels’ within development agencies know these things; they know what works.

But the systems they work within appear stubbornly resistant to change. [...], behavior change from aid organisations has so far been chimerical.”

[Helder da Costa, General Secretary g7+ Group of Fragile Countries]

The Guardian Newspaper, April 2014

South Sudan – Multi-donor Evaluation in South Sudan 2005-2010

Aiding the Peace

A Multi-donor Evaluation of Support to Conflict Prevention and Peacebuilding Activities in Southern Sudan 2005-2010

Final report – December 2010



- Failure to take context as the starting point
- Unrealistic and faulty assumptions
- Over-ambitious objectives, which later had to be scaled back.
- Compounded by project designs and/or funding mechanisms being insufficiently flexible and responsive to rapid changes.
- Scale of international aid had little direct relation to conflict factors.

Evaluation of European Commission conflict prevention and peacebuilding 2001-2010 some - conclusions

Some good things

- Substantial shift towards supporting support to conflict prevention and peacebuilding in developing, funding, policy framework and instruments
- Commission did have added value
- Commission did play a role in mitigating conflict – notably through an integrated approach

Some things to work on

- There was a gap between Commission's policy commitments towards and integrated approach and implementation
- Commission role in conflict and and conflict countries not always clear... remained wedded to a developmental perspective
- Commission had a reactive rather than pro-active approach
- Commission was hampered by its mandate and difference in priorities amongst EU member-states
- Commission's institutional-set up its human resource policy and tools and guidance not commensurate with its policy commitment or spend

N.B. Important to note EEAS and Commission have made some progress recommendations from this evaluation– which you will hear about over the next two days! – But recent studies show there is still much to do...

Even some of the ‘best pupils’ on integrated approaches struggle...

- ICAI Evaluation of United Kingdom’s ‘Conflict Pool’
 - Managed by Foreign Office (FCO), Ministry of Defence (MoD) and Department for International Development (DfID) –
 - Objective: coherent and multidisciplinary approach to conflict prevention
 - *But: lacks clear strategic framework, cumbersome governance and management arrangements, division of resources rather than working together*
- IOB Evaluation of Netherlands “Investing in Stability” 2013 - *The Netherlands has not always focused on all elements of the integrated approach to peace and security. Due to the complexity of the issues, limited resources and the Netherlands’ own interests and added value, which varied from case to case. ... yet it did positively note that different Ministries did work together well.*

What's needed to make better responses possible... analysis point to unfinished 'change management'

Elements of change management

- Leadership & Prioritisation
- Strategy
- Plan
- Resources
- Skills
- Incentives & Disincentives

**Also need change
agents working
insight the system
committed to
different type of
responses–**

“That’s You”!

Shouldn't underestimate the forces against change within **institutional set-ups** AND for genuine change within fragile states themselves *“Fighting a war on two fronts?...”*

Over the next two days of this course you'll here about key elements that are attempting to make that change...

Yet even with good change management and comprehensive approaches working perfectly what's the level of ambition?...

“The level of ambition was often at odds with the harsh realities of operating in fragile states. ... [one of] IOB’s principal conclusions” (IOB (Netherlands) Evaluation ‘Investing in Stability’ 2013).

“There is a need for political realism about what can be achieved.” (ITAD, 2010, Synthesis of DFID Programme Evaluations Conducted in Fragile States)

The fragile states and conflict world’s most difficult problems?

So does all this make comprehensive approaches to fragility, security and development impossible to progress?

Eye on the prize - some thoughts before making that judgment...



[Home](#) / [Editorial](#)

Editorial: Thank you, EU

The Jakarta Post | Editorial | Mon, May 28 2012, 9:00 AM

Editorial News

[Editorial: Aquino's contraceptives](#)

[Editorial: D-Day](#)

On a hot December day in 2006, the people of Banda Aceh gathered in a field, to watch the unimaginable: The handing over of weapons by the Free Aceh Movement (GAM) to the Aceh Monitoring Mission (AHM), joined by Indonesian police and military personnel. Since then, the war of the past three decades, fought with bullets, has been replaced by the ballot.

“...from the bottom of our hearts, we would like to express Indonesia’s gratitude, to the people and leaders of the EU for its assistance in Aceh; and to the dedicated men and women who have returned a sense of security and confidence among people who had lost so much.”

Some final thoughts...

*Since the early 1990s, despite all the terrible cases we all remember, and all the terrible cases still ongoing in the Congo and elsewhere, there has been an **extraordinary decrease in the number of wars, the number of episodes of mass killing, and the number of people dying violent battle deaths.***

*...the best explanation is simply **the massive increase in international activism – across the whole spectrum of conflict prevention, conflict management, and post-conflict peacebuilding activity.***

...we are not all wasting our time.

Gareth Evans – Former Australian Foreign Affairs Minister –
Lecture to United States Institute for Peace 2013

Thank you and Questions

www.ecdpm.org

Follow- up questions to:

Andrew Sherriff

Head of Programme

EU External Action

Email: as@ecdpm.org

European Centre for Development
Policy Management

ecdpm

**HEAD OFFICE
SIÈGE CENTRAL**

Onze Lieve Vrouweplein 21
6211 HE Maastricht
The Netherlands *Pays Bas*
Tel +31 (0)43 350 29 00
Fax +31 (0)43 350 29 02

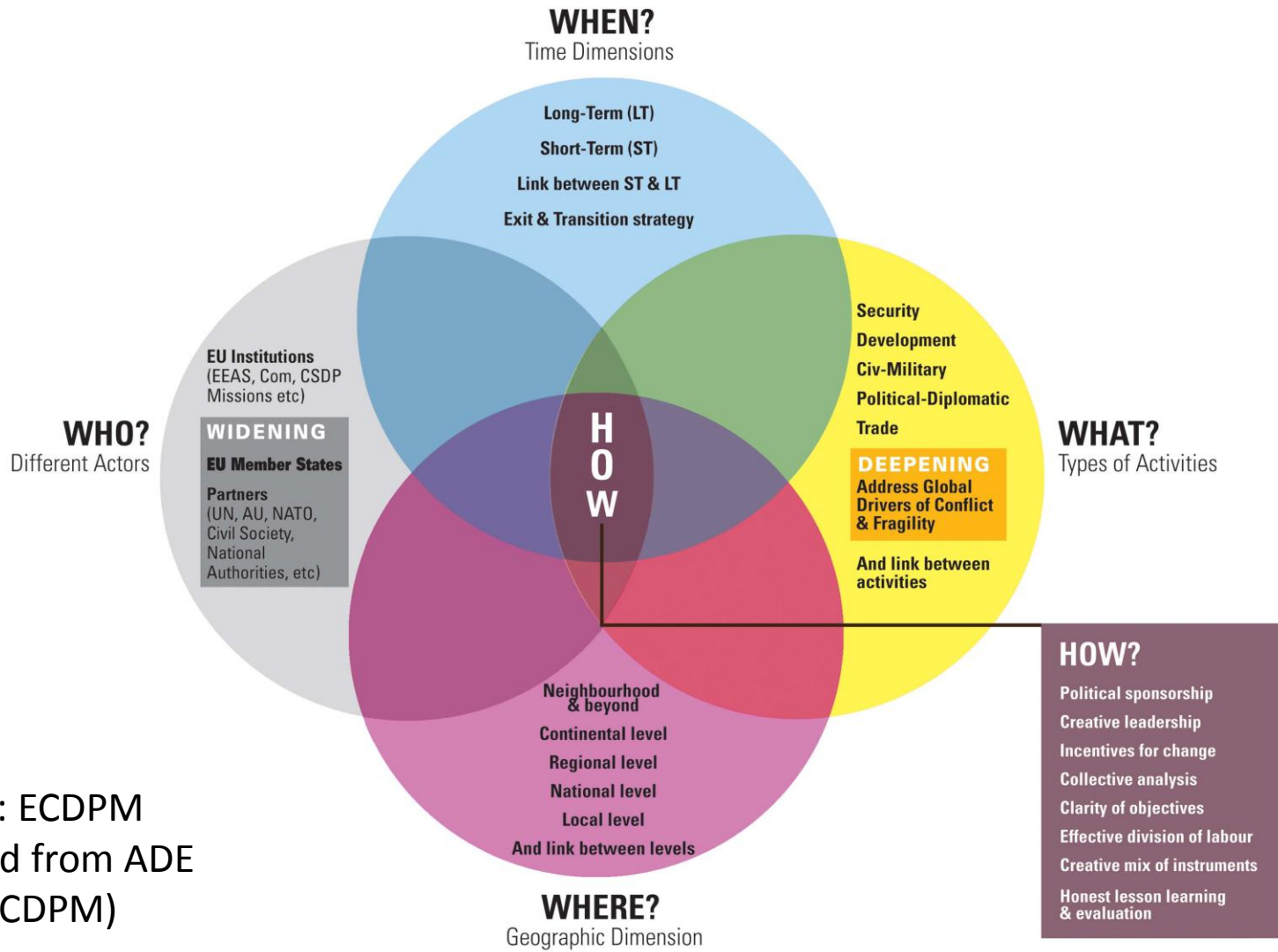
**BRUSSELS OFFICE
ANTENNE À BRUXELLES**

Rue Archimède 5
1000 Brussels *Bruxelles*
Belgium *Belgique*
Tel +32 (0)2 237 43 10
Fax +32 (0)2 237 43 19

info@ecdpm.org
www.ecdpm.org

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Back-up Slide(s)



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