



Unclassified

DCD/DAC/INCAF(2010)3

Organisation de Coopération et de Développement Économiques
Organisation for Economic Co-operation and Development

02-Apr-2010

English - Or. English

DEVELOPMENT CO-OPERATION DIRECTORATE
DEVELOPMENT ASSISTANCE COMMITTEE

International Network on Conflict and Fragility (INCAF)

ACCELERATING PROGRESS TOWARDS THE MILLENNIUM DEVELOPMENT GOALS IN COUNTRIES AFFECTED BY CONFLICT, VIOLENCE AND INSECURITY

DAC Senior Level Meeting, 14 April (afternoon) and 15 April (morning) 2010

This document is submitted for INFORMATION under Item 5 of the Draft Annotated Senior Level Meeting Agenda [DCD/DAC/A(2010)5/REV3]

This note has been prepared by the OECD DAC's International Network on Conflict and Fragility (INCAF). The note sets out key messages in order to integrate peace and security priorities in preparations for the MDG Review Summit in September 2010. (FOR INFORMATION).

Rory Keane - Tel: +33 (0) 1 45 24 15 07 - Email: rory.keane@oecd.org

JT03281230

Document complet disponible sur OLIS dans son format d'origine
Complete document available on OLIS in its original format

ACCELERATING PROGRESS TOWARDS THE MDGS IN COUNTRIES AFFECTED BY POOR GOVERNANCE, CONFLICT, ARMED VIOLENCE AND INSECURITY

(DRAFT 2 APRIL 2010)

Context: OECD INCAF Directors – meeting in Washington on 24 February 2010 – took the decision to prepare an informal MDG messaging document for use by members in the lead up to, and during, the MDG review summit, to be held in New York in September 2010. The aim of the MDG messaging document is to ensure that INCAF members are on the same page and speak with a coherent voice at relevant international meetings (see annex 2) in the run up to the MDG review summit. It is foreseen that this messaging document will also be shared with INCAF member representations to the United Nations in New York.

I. The MDG Deficit

- **We are concerned about achievement of the MDGs** in *countries affected by poor governance, conflict, armed violence and insecurity*, where progress to date has been slowest.
- **The MDG figures speak for themselves. Conflict-affected and fragile states are furthest away from achieving the MDGs.** For example, MDG 1 on eradicating extreme poverty and hunger is 90% off course, while MDG 5 on improving maternal health is 86% off course in conflict-affected and fragile settings (see annex 1).
- Conflict-affected and fragile settings account for around half of the population of developing countries, but around three-quarters of the total number of infant and under five deaths, three-quarters of births without medical attendance and severe lack of access to secondary schooling for children and teenagers.¹
- **The cost of conflict and violent crime also puts a heavy strain on achieving the MDGs.** The estimated annual cost of one new conflict – over \$64 billion^[1] – is approximately half of the total value of OECD DAC members' development aid in 2009, whilst the annual cost of violent crime and interpersonal violence is more than double this at \$163 billion².

¹ World Development Report 2011 (forthcoming). Numbers exclude China, Russia and India.

^[1] Conflict and Development: Peace-building and Post-conflict Reconstruction Government of the United Kingdom // UK House of Commons International Development Committee (Oct. 2006)

² The Global Burden of Armed Violence, 2008.

- Criminal violence alone exerts a heavy cost in many fragile settings and is diverting scarce resources from education, health and social service provision. The cumulative impact is that national level spending on health and education is often lower than the cost of fighting crime and treating injury.³ There is emerging evidence on the links between organized crime, gang-based criminal violence and political conflict.
- However, there is enormous potential for progress when international and national capabilities are combined well to ensure sustained peace. Mozambique's primary school completion rate, for example, increased from 14% in 1999 to 46% in 2007 with sustained peace.
- The potential for progress will require an approach that focuses on key priorities and smart sequencing of reform efforts. In this regard, **peace and security as a global public good must be set as a prerequisite for achieving the MDGs in conflict and fragile settings.**

II. The MDG disablers

- INCAF members have recognised that development cooperation which supports peacebuilding and statebuilding goals is critical to achieving sustainable peace and development in conflict and fragile settings. Without a basic level of justice, security and respect for the rule of law, citizens, communities and the private sector cannot participate in sustainable economic activities. This creates a dilemma in considering how to accelerate support for improved attainment of MDGs. While parallel structures of delivery may be required in the short term, this approach must transit to more sustainable state led management in order to build capable and accountable national institutions and improve trust between states and citizens.
- We need to improve and apply the right instruments at the right time and utilize an effective whole of government approach in order to offset **poor performing aspects of development cooperation, which can slow down or prevent the delivery of a rapid, effective response that addresses poor governance, conflict, armed violence and insecurity.** For instance, financing is not sufficiently fast or flexible, while better and more predictable aid remains a challenge. It is estimated that approximately 50 per cent of fragile countries will experience a fall in country programmable aid between 2009 and 2011.⁴ The outlook is particularly poor for countries in sub-Saharan Africa.⁵ Moreover peacekeeping and peacebuilding efforts are not sufficiently integrated into development cooperation efforts which lowers their effectiveness and makes post conflict recovery more difficult. Furthermore, an increase in women's involvement in peace processes and the political settlement is necessary to ensure the interests of women and girls are taken into account and to ensure a break-through strategy towards the MDGs.

³ In El Salvador, firearm related violence costs the state and its population 11.5 percent of GDP; more than double the budget for Education and Health (4.8% of GDP) and almost triple the needed resources to achieve universal access to basic social services (4.3% of GDP) (2003 figures).

Due to a host of reasons relating to the economic crisis, donor willingness to accept risk, political prioritisation etc.

⁵ OECD DAC, Ensuring Fragile States Are Not Left Behind, Summary Report, February 2010.

- We recognize that external and internal risk factors, alongside **the continuum of conflict, armed violence and insecurity** makes the MDGs more difficult to achieve. Risk factors that are both *external* (economic crises, cross-border trafficking, external interference) and *internal* (rising inequality, marginalised youth, gender based discrimination, legacies of violence, presence of armed groups, availability of weapons and trauma) overwhelm national capabilities.⁶ Both formal and informal institutions often lack the technical capability and also, critically, the leadership, shared values and social cohesion to respond.
- We acknowledge that development aid is not always the solution, but almost always part of the solution in conflict-affected and fragile situations. Development aid needs to be context-specific and conflict sensitive and must not further entrench the marginalisation of excluded groups. The focus should be on supporting a legitimate and sustainable political settlement and governance capacity, which at times requires both ODA and non-ODA support.

III. The MDG accelerators

We are aware that accelerating progress towards the MDGs in states affected by poor governance, conflict, armed violence and insecurity requires a response that considers the unique set of challenges faced in such circumstances and is supported by the right resources. Therefore, **INCAF members encourage the MDG Review Summit to call for MDG accelerators and an accelerator support strategy that focuses on achieving the MDGs in fragile and conflict-affected countries and regions by 2015. We see a need for four clusters of accelerators as outlined below. We see effective donor coordination as a vital prerequisite to supporting these accelerators.**

1. Improve the impact/role of aid

- *Better and more predictable aid* is a prerequisite. Use aid more effectively to the benefit of human rights for all citizens in states affected by poor governance, conflict, armed violence, insecurity and improve financing options and modalities.
- *Invest in under-resourced sectors and prioritise context specific risks and priorities.* Target international assistance to fill gaps, including bridging institutional and financing deficits in the rule of law sector (in particular for justice and policing system), promote public-private partnerships for job creation and address risk factors for conflict and violence.
- *Reduce disparities.* Reduce the disparities between “aid orphans” and recipients of high volumes of aid per capita amongst conflict-affected countries and regions.
- *Support prevention.* Consider better mechanisms to provide support to countries implementing programs to prevent an escalation of violence in situations of high risk, including an increase in speed and, under the right circumstance, volume of assistance.
- This should include greater attention to disaster risk reduction. The recent earthquake in Haiti demonstrates that vulnerability to natural disasters in fragile states is particularly acute. Prevention should also include attention to the risks associated with climate change through adaptation and mitigation in those areas where the effects of climate change are expected to be most severe and to intersect with pre-existing state fragility and violent conflict.

⁶ World Development Report 2011 (forthcoming).

2. Support sustainable livelihoods and the realization of peace dividends for the poor

- *Support resilient growth strategies* which include social policies to reduce disparities between richest and poorest, with a focus on women and youth groups who experience a history of exclusion, whether based on geographic, ethnic, religious, class or political factors; as well as mechanisms to cushion the short-term impact of reforms which are desirable for long-term development and resilience to conflict.
- *Invest in the productive sectors*, including agriculture in order to sustain growth.
- Promote internationally backed *jobs strategies for the poor*. In doing so focus attention on the enablers and accelerators of economic growth. Trade facilitation, clear investment rules and regulations, better, clearer and more predictable economic governance, and innovative partnerships to ensure the delivery of basic services and infrastructure such as telecommunications, water, sanitation, transport and energy are all ways of kick-starting an economy after conflict and reducing the appeal of a return to arms.

3. Foster Institution Building, state-society accountability and a voice for all










- *Support the development of core state functions* and increase support for robust accountability and transparency between the state and society, especially in the areas of service delivery and economic governance.
- *Support the strengthening of health and education systems* both as a means of promoting stability and improving health outcomes.
- *Address corruption* through measures that create incentives for integrity, accountability and respect for the rule of law.
- *Address the challenges of public financial management*, so development assistance can be scaled up and on-budget, and augment support for improved management and mobilization of domestic resources through the tax system. Accountability and transparency in this domain can reduce dependence on aid and improve state-society relations.
- Support local governance institutions with a service delivery lens.
- Encourage states to create an enabling environment for more meaningful state-society relations based on *community and civil society participation*.
- *Support gender equality. Support programs which address the gender aspects of conflict and violence*. Specifically, invest in women leaders who can play an equal part in conflict prevention and peacebuilding, target assistance which addresses the role of young men as both perpetrators and victims of violence, and keep girls in school longer. In addition, address structural problems associated with gender inequality such as inheritance and property rights. Ensure that women and girls can access appropriate support and service from the justice system, including through processes associated with criminal investigations and related court proceedings.

4. Support for conflict prevention and peacebuilding

- Invest in the national and international capacities to *understand the causes and drivers of conflict, armed violence and insecurity* (to inform acceleration strategies)
- *Strengthen national capacities to prevent, monitor and mitigate conflicts, armed violence and insecurity* including gender based violence, and support security-enabling initiatives laying the foundations for development, such as DDR, AVR and SSR programs.
- Prioritise *support for rule of law, justice and security* institutions (formal and informal)
- In close collaboration with regional institutions, develop instruments to strengthen and coordinate the response to the *global drivers of conflict and fragility*, including external factors, such as trafficking of natural commodities, drugs, arms and people
- *Strengthen regional and global initiatives to protect conflict and fragile countries* from the impacts of economic shocks, volatility in commodity markets, natural disasters and the impacts of climate change.
- *Support the participation of women* in peacebuilding and conflict prevention efforts.

ANNEX 1: THE MDG DEFICIT IN CONFLICT AND FRAGILE SETTINGS

Provided by WDR 2011 (not for reproduction)

			% of Fragile States Achieved and On Track	% of Non-Fragile States Achieved and On Track
				
MDG1		Eradicate extreme poverty and hunger	10%	42%
MDG2		Achieve universal primary education	45%	66%
MDG3		Promote gender equality and empower women	28%	52%
MDG4		Reduce child mortality	31%	56%
MDG5		Improve maternal health	14%	48%
MDG6		Combat HIV/AIDS, malaria and other diseases	17%	38%
MDG7		Ensure environmental sustainability	3%	27%

ANNEX 2 – RELEVANT UPCOMING MEETINGS WHERE THIS NOTE WILL BE OF USE

- MDG3 conference, "Women's empowerment and employment", March 25, 2010, Copenhagen, Denmark.
- International Dialogue on Peacebuilding and Statebuilding 9,10 April 2010, Dili, East Timor
- OECD DAC Senior Level Meeting 14/15 April 2010, Paris , France
- Oslo high level meeting on armed violence and the MDGs, 21,22 April 2010.
- World Bank Spring meetings, 24-25 April, 2010
- Vienna 3C Conference, 5-7 May 2010
- OECD Forum and Ministerial Council Meeting, 'Development, green growth and innovation,' 26-28 May, 2010
- UN Development Cooperation Forum preparatory symposium, 3,4 June Helsinki, Finland.
- ECOSOC Annual Ministerial Review on MDG 3
- Global Compact Leaders Summit, 24-25 June 2010 (with a Ministerial (pre-summit) Session on the 23rd June 2010).
- IDA 16 replenishment negotiations
- President of the UN General Assembly consultations with UN member states
- Plenary sessions as part of the MDG Summit.
- The planned MDG roundtables on partnerships and on emerging issues.