

# **ROAD MAP FOR THE IMPLEMENTATION OF THE STRATEGY FOR DENMARK'S DEVELOPMENT COOPERATION AND DENMARK'S POLICY FOR FRAGILE STATES IN 2011**

## **FRAGILE STATES**

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Fragile states constitute one of five political priorities in the strategy for Denmark's development cooperation, "Freedom from Poverty – Freedom to Change" launched in May 2010. Elaborating this strategy – and building on the 2009 Defence Agreement and the Government's upgraded Whole of Government effort (2009) - followed Denmark's Policy towards Fragile States, "Peace and Stabilisation" in September 2010.

A central challenge for world peace, stability and prosperity is the existence of fragile and conflict-affected countries, particularly in Africa. Fragile states are characterised by weak governmental structures, weak internal cohesion and a high degree of inequality, with massive challenges arising from extreme poverty, armed conflict and instability. Practically all of them are afflicted by, or emerging from, conflict. These are conflicts that spread instability to other countries and regions, and which in the worst case can become breeding grounds for global threats, as witnessed in Somalia and Afghanistan. Approximately 600 million people are living in fragile states. Approximately one third of the inhabitants are believed to be living in extreme poverty (less than 1 USD a day), so these states also constitute a considerable global challenge to poverty reduction and economic development. Fragility can take many forms. It could be that a state has collapsed and cannot protect its population, or that it does not have the monopoly on legitimate use of force, and lacks the capacity to exercise authority vis-à-vis the factions – rebel groups, for example – that challenge that authority. The challenges are not the same, for example, in Niger and Zimbabwe. This means that all efforts must be carefully adapted to local conditions.

A robust, targeted effort is required in fragile states to reduce poverty and counteract armed conflict and its consequences. For many years, Denmark has been among the leading countries in the world in terms of development assistance. In addition we have participated in complex stabilisation efforts in a number of hotspots. By virtue of these activities, Denmark is acquiring the knowledge, experience and international credibility that enable us to make a special effort in fragile, conflict-afflicted states. In the coming years, we will give greater priority to supporting these countries. Denmark's Policy towards Fragile States establishes priority areas both for our own bilateral engagement and for our contribution to strengthening the international community's joint efforts.

## **Whole of Government Approach**

We will strengthen the integration of activities and ensure clear cohesion between Danish foreign and security policy in relation to fragile states. Experience clearly shows that extremely acute and complex situations necessitate efforts that draw on a wide range of military, political, humanitarian, stabilisation and development instruments. We also know from experience that support is most effective when combined and coordinated. This means that we must strive to combine and coordinate the different instruments under a common objective in the country in question. The priorities we set and the choices we make should be coherent across our focus areas. This

requires integrated planning. Initiatives to further economic and social development must be integrated with the provision of security and political reforms, amongst other things. By linking emergency aid and development, the conditions that lead to vulnerability can be relieved. At the same time, building coherence and synergies with humanitarian efforts should take place with respect for the fundamental humanitarian principles, on which Denmark's humanitarian strategy is based.

Denmark is a pioneer in the area of civil-military cooperation, with concrete experience from Kosovo, Iraq and Afghanistan. With the establishment of a new Whole of Government Structure (2010), which includes an inter-ministerial secretariat based in the Ministry of Foreign Affairs, more integrated cooperation is being built up internally between relevant Danish government departments (Ministries of Foreign Affairs, Defence, Justice etc.), with non-government actors, and between Danish and international actors.

Working conditions in fragile states are not the same as in most other developing countries. The political dimension of cooperation is much more pronounced in these countries. International support is typically driven by a general political stabilisation objective and all endeavours should be viewed in this perspective. This will often involve supporting political conflict resolution that includes marginalised groups. It may also require the willingness to engage with groups we do not regard as legitimate, but which must necessarily be engaged in negotiations if a conflict is to be resolved in a sustainable way. It is also more difficult to achieve results in fragile states. In many cases, there will be relapses along the way, involving a heightened risk. We are obliged to accept such a risk as a fundamental working condition. For this reason, we will also be frank when it comes to risk assessment. We must, in addition, realise that if we are to make a difference in fragile states, a robust, persistent effort is needed. We can only make this effort if we concentrate our energies in a few countries.

Denmark does not engage in fragile states in isolation, which is why coordination with other countries and organisations involved and with the authorities of the country is key. For Denmark, an important priority is to establish a common, integrated frame for the joint international efforts as quickly as possible and with clear, common targets. When choosing how to channel our efforts, we will examine our specific comparative advantages and how we can best add value. In some cases, international organisations such as the UN will have the preparedness and capacity necessary to manage a concrete situation. In other cases, we will engage directly or through NGOs. A combination of these options is also likely.

Denmark's key focus in fragile states will be to contribute to building up states where the support of the population constitutes the primary authority. This presupposes that the voices of the citizens are heard. It also requires that the authorities (central/local – formal/informal) are capable of undertaking the security of the country itself, of protecting human rights, supplying basic services and

managing the country's development processes. This will require bringing many diverse types of assistance into play, including strengthening civil society. Denmark concentrates its support on five areas where the needs are particularly great in fragile states: Stabilisation and security; Promotion of improved livelihoods and economic opportunities; Democratisation, good governance and human rights; Conflict prevention; and Regional conflict management.

In 2011, our Whole of Government engagement in Afghanistan will continue to be of utmost importance – i.e. implementing the Afghanistan Strategy (2008) and the new Helmand Plan (2011-2012). This engagement will be complemented by a new regional Stabilisation Programme for the Greater Afghanistan/Pakistan Region (pipeline) and development assistance to Pakistan. In addition, special attention will be given to the Horn of Africa/Yemen region. Efforts to support stabilisation and development efforts within a regional frame will be stepped up, drawing on all instruments available as per relevance in each situation (stabilisation funds, development assistance, humanitarian assistance, military capacity building). Efforts will include continued support to building African conflict prevention and stand by force capacity. Denmark will provide integrated support to Somalia with a significant focus on the window of opportunity arising in Somaliland. The programme will also include combating piracy in the Gulf of Aden through capacity building of coast guards in i.a. Yemen and Kenya as well as strengthening the rule of law in eg. Puntland. Significant support is also expected for contributing to building South Sudan.

In the multilateral field, Denmark will prioritise implementing the World Development Report 2011 and its recommendations for the Bank and the international community at large. The report builds on existing, important work strands already receiving high Danish attention: the UNSG's Report on Peacebuilding in the Immediate Aftermath of Conflict and the OECD/DAC INCAF Transition Financing and the Statebuilding Guidances. A key priority will be to carry forward the recommendations herein to the High Level Forum on Development Effectiveness in Busan in Nov. 2011. Attention will also be given to implementing NATO's Comprehensive Approach. Last but not least, Denmark will prepare for its presidency of the EU (January 2012) with a view to improving EU's Whole of System Approach.

Shifting its focus – and budget - significantly from long-established development assistance to supporting fragile states also requires building up capacities both within the Foreign Service and elsewhere. Applying a two-thronged approach Denmark will improve its contribution through upgrading MFA and MOD in house capacities, including by implementing its civilian capacity building review (2010). At a technical level, Aid Management Guidelines for development assistance will be reviewed to ensure better compatibility and flexibility in supporting fragile states.

### **Risk management in fragile states**

International engagement in fragile states requires a willingness to take risks. The past few years have seen increasing international engagement in these contexts, as well as a growing convergence of the development, security, peace and statebuilding agendas. International engagement in these situations presents significant risks for donors and implementing partners, but also holds the potential for even higher rewards in terms of improved results and outcomes.

In November 2010 the Danish Ministry of Foreign Affairs in cooperation with ODI and OECD/DAC organised a conference on “Risk and Results Management in Development Cooperation: Towards a Common Approach”. As a follow-up to the conference Denmark decided to further explore political and operational issues related to risk management, including identification of practical options for managing risks. The point of departure for Denmark’s engagement in risk management is the work undertaken for OECD/DAC INCAF by Overseas Development Institute. During 2011, the Danish Ministry of Foreign Affairs will develop and test a new simple risk assessment format to be used by decision makers when approving new projects and programmes.

## Implementing Denmark's Policy towards Fragile States. "Peace and Stabilisation"<sup>12</sup> - Roadmap for 2011

<u>Strategic priority</u>	<u>Objective</u>	<u>Process indicators</u>
	<b>OBJECTIVE 1: UNITED NATIONS</b>	
<p><i>Strengthen international and regional capacity for conflict prevention, peacekeeping, peacebuilding &amp; reconstruction, as well as the rule of law including promoting and protecting human rights</i></p> <p><i>(cf. Fragile States Policy pp.18-24)</i></p>	Promote a more efficient Peacebuilding Fund	<ol style="list-style-type: none"> <li>1. Strengthened M&amp;E capacity of the PBSO promoted through regular dialogue with Peacebuilding Support Office.</li> <li>2. Meetings with major donors in capitals and representatives at UNHQ (NY) to exchange views about the PBF held at a regular basis.</li> </ol>
	Promote integration and coherence between political, security, development and humanitarian activities of the UN at HQ (New York/Geneva)	<ol style="list-style-type: none"> <li>1. Ongoing dialogue with UN secretariat, funds and programmes and specialised agencies. Study of UNDP/UNPFA/UNICEF's engagement in fragile states undertaken and conclusions presented at external event in NY and put on agenda for the agencies' Annual Session in June 2011</li> <li>2. Regular contacts with other trend-setting donors and actors at UNHQs (NY and Geneva) and between capitals established.</li> <li>3. Trends and development of work of the Peacebuilding Commission monitored.</li> </ol>
	Promote integration between political, security and development activities of the UN in Afghanistan, Somalia and South Sudan	<ol style="list-style-type: none"> <li>1. Political dialog at HQ and country level pursued in all countries.</li> <li>2. Afghanistan: Seconded senior advisor for transition, reconciliation and reintegration to UNAMA</li> <li>3. Seconded senior integration specialist offered to SRSG to Somalia/UNPOS; process of identifying candidate initiated</li> <li>4. Danish JPO provided to DPA Horn of Africa Team.</li> <li>5. Demarche f to UNSG to appoint SRSG o South Sudan (Feb. 2011)</li> </ol>
	Promote strengthened civilian capacity	<ol style="list-style-type: none"> <li>1. Modernisation off UN staff regulations to ensure more flexible recruitment and posting procedures promoted.</li> <li>2. Strengthened South-South capacity building i.a. to improve numbers of recruitments from Global South for stabilisation and peace building positions supported.</li> </ol>
	Promote the implementation of Responsibility to Protect	<ol style="list-style-type: none"> <li>1. Meeting of national focal points on R2P, NY, May 2011 held</li> <li>2. Value-based, political cooperation with Ghana to follow up R2P national implementation continued</li> </ol>
	Implementation of UNSCR1325	<ol style="list-style-type: none"> <li>1. Integration of UNSCR1325 into the work of all relevant UN bodies, including UN Women, working with conflict prevention, peace enforcement and peacebuilding promoted</li> </ol>
	Strengthen the capacity of PBSO	<ol style="list-style-type: none"> <li>1. Strengthened staffing table promoted via UN budgetary process.</li> <li>2. Danish JPO provided.</li> </ol>

<sup>1</sup> The policy and this adjoined road map for 2011 implements the strategy for Danish development cooperation "Freedom from Poverty - Freedom to Change" (Chapter on Stability and Fragility) and the Defence Agreement's comprehensive approach, and refers to the Action plan for implementation of Strategy for Danish Humanitarian Action 2010-2015, see below). Road maps will be developed annually.

<sup>2</sup> This road map for 2011 does not encompass all - but simply a selected number of - mainly new and innovative priority objectives and actions.

<b>OBJECTIVE 2: EUROPEAN UNION</b>	
Support implementation of the Lisbon Treaty – a more integrated approach and flexibility on the ground, ensuring a whole of system approach to humanitarian, development, political and security activities	<ol style="list-style-type: none"> <li>1. The promotion of 'One EU' actively supported. Focus on:           <ol style="list-style-type: none"> <li>a. A more unified presence in countries with multiple EU actors on the ground</li> <li>b. Increasing local responsibility in CSDP missions, avoiding micro-management</li> <li>c. Strengthen the coordination of policies at the EU and national levels, including increased local cooperation between missions, delegations and embassies on analysis and recommendations.</li> </ol> </li> <li>3. 2-4 Danes seconded to EEAS in the area of fragile states.</li> </ol>
Support the strengthening of the EU's civil crisis management capacity	<ol style="list-style-type: none"> <li>1. Streamlining and improving horizontal deployment procedures, guidelines and lessons learnt promoted in policy dialogue with EU partners.</li> <li>2. Danish contributions to EU crisis management missions continued.</li> <li>3. Input to the elaboration of the legal framework for EUs new integrated disaster response provided</li> </ol>
<b>OBJECTIVE 3: NATO</b>	
Further NATO's ability to contribute to a comprehensive approach by the international community in preventing conflicts, conducting stabilisation operations and facilitating Security and Justice Sector Development.	<ol style="list-style-type: none"> <li>1. Implementation of decisions at NATO's summit in Lisbon on comprehensive approach actively supported. Focus on improving NATO's ability to take into account civilian perspectives (e.g. governance and development aspects) in planning and conduct of military operations e.g. through:           <ol style="list-style-type: none"> <li>a. Implementation of the summit decision to establish a small civilian planning capability in NATO HQ.</li> <li>b. Promotion of civilian planning and advisory functions at relevant levels in NATO's military command structure.</li> </ol> </li> </ol>
<b>OBJECTIVE 4: OECD/DAC</b>	
Promote a more realistic and locally-driven development effectiveness agenda in accordance with the Fragile States Principles	<ol style="list-style-type: none"> <li>1. Engagement in the preparation of HLF4 in Busan to ensure issues and dilemmas of engaging in fragile states such as transition financing challenges are addressed politically</li> <li>2. International Dialogue (fragile states own development effectiveness track, hosted by OECD/DAC-INCAF) supported through active participation.</li> </ol>
Better tailored development tools adapted to country context - as laid out in OECD/DAC Transition Financing Guidance	<ol style="list-style-type: none"> <li>1. Technical note on programme management in fragile states finalised.</li> <li>2. Participation in INCAF Task Team of Transition Financing continued.</li> <li>3. Tracking of Danish Support to Fragile States and monitoring of resource flows to fragile states improved.</li> </ol>
<b>OBJECTIVE 5: WORLD BANK</b>	
Promote that WDR2011 recommendations are carried by the bank to ensure more relevant and flexible bank activities in fragile states.	<ol style="list-style-type: none"> <li>1. Active Nordic-Baltic engagement at WB Board and with relevant departments of Bank pursued.</li> <li>2. Joint agenda with likeminded donors to the State and Peacebuilding Fund pursued.</li> <li>3. Public presentation of WDR findings in Copenhagen held in May 2011</li> </ol>
<b>OBJECTIVE 6: DANISH CIVILIAN CAPACITY</b>	

<p><i>Strengthened Danish Civilian Capacity for engagement in fragile states</i></p>	<p>Competency development needs in MFA, and more broadly, identified and assessed, and follow up action defined and funded</p>	<ol style="list-style-type: none"> <li>1. Mapping of MFA staff competency needs and integrated into HR competency plan and coordinated with Civilian Capacity Review follow-up.</li> <li>2. Staff courses developed and initiated.</li> <li>3. Capacity and no. of staff to monitor the implementation of increased aid to fragile states and high risk environments increased</li> </ol>
<p><i>(cf. Fragile States Policy p. 5-9 + 22)</i></p>	<p>Engage in Whole of Government dialogue on how to increase quantity and improve quality of a consolidated Danish rapid deployment capacity to respond to international demands in fragile states.</p>	<ol style="list-style-type: none"> <li>1. Follow up on the Review of Danish Civilian Capacity for engagement in fragile states</li> <li>2. Action plan developed and implemented</li> </ol>
	<p>Developing current Danish Civilian capacities for crisis management in the framework of the IHB</p>	<ol style="list-style-type: none"> <li>1. Follow up on the review of the International Humanitarian Rosters including:           <ul style="list-style-type: none"> <li>- increased specialisation of the rosters according to current needs</li> <li>- Focused predeployment training</li> <li>- Revised recruitment criteria and intake</li> <li>- Increased cooperation with EU, UN and NATO</li> </ul> </li> </ol>
<b>OBJECTIVE 7: REGIONAL</b>		
	<p>Support to improving stability and security in the region Horn of Africa/East Africa/Yemen</p>	<ol style="list-style-type: none"> <li>1. Joint MFA/MOD programming conducted for multi-year Stabilisation Fund 2011-14 for regional and local capacity building, including for African Standby Force, coast guard, anti-piracy and counter terrorism. Programme implemented according to benchmarks.</li> <li>2. Africa Programme for Peace, IGAD and AU components as well as contribution to AMISOM supported and implemented in accordance with benchmarks.</li> </ol>
	<p>Whole of government stabilisation programme for Wider Afghanistan/Pakistan region</p>	<ol style="list-style-type: none"> <li>1. Joint MFA/MOD programming conducted for multi-year ODA/non ODA programme to Wider Afghanistan/Pakistan region under Stabilisation Fund 2011-14. Support to security and justice sector development, regional dialogue and reconciliation. Implemented in accordance with benchmarks.</li> </ol>
<b>OBJECTIVE 8: COUNTRY SUPPORT</b>		
<p><i>Contribute to state building and the establishment of peace in fragile and conflict-stricken countries.</i></p>	<p>Stabilisation and reconstruction of Afghanistan</p>	<ol style="list-style-type: none"> <li>1. Implementation of Afghanistan strategy 2008-2012 continued</li> <li>2. Helmand Plan 2011-12 implemented in accordance with benchmarks</li> <li>3. Continued development cooperation focusing on state building, education, improved living conditions and reintegration with crosscutting considerations of women's rights and counter narcotics.</li> </ol>
<p><i>(cf. Fragile States Policy pp.10-15+17)</i></p>	<p>Stabilisation and reconstruction of Somalia</p>	<ol style="list-style-type: none"> <li>1. Whole of Government Policy for Somalia continued. Programme for Somalia 2011-14 (bilateral and humanitarian aid) including increased engagement in Somaliland as well as stabilisation efforts (under the Regional Stabilisation Programme for 2011-14) supported and implemented in accordance with benchmarks</li> </ol>
	<p>Integrated support to political reconciliation and state building in Sudan / South Sudan</p>	<ol style="list-style-type: none"> <li>1. Contribution to peace and stability in Sudan and the development of two viable, peaceful states through political dialogue (EU, AU, UN) supported through stabilisation efforts and bilateral development assistance. Implemented in accordance with benchmarks</li> </ol>

	Transitional support to democracy and reform in Zimbabwe	1. Transitional 3-yearprogramme for 2010-12 with overall objective of buttressing reform process via support for human rights, rule of law, good governance and private sector/agro development and infrastructure supported and implemented in accordance with benchmarks.
	Support to the UN Secretary General's Special Envoy to Libya	1. Support to the UN playing a central political role in Libya, including UN's ability to effectively plan the different scenarios in Libya, by a contribution to the Secretary-General's Special Envoy, Abdel-Elah al-Khatib.
	Design and implementation of Freedom Initiative	1. Seminar on Freedom initiative held 2. Strategy for the implementation of the Freedom Initiative approved and implemented. 3. Contribution for North Africa, esp. Egypt and Tunisia, in support of CSOs and to the extent possible for the preparation of free and fair elections in the region planned (to be defined)
	Improved organisational learning	1. Joint donor evaluation of support to South Sudan 2. Evaluation of support to state building in fragile states 3. Evaluation of Somalia assistance 4. Evaluation of Afghanistan assistance 5. Evaluation of peace support to Nepal
<b>OBJECTIVE 9: RISK MANAGEMENT</b>		
<i>Be prepared to take calculated risks to facilitate necessary change in fragile states</i>  <i>(cf. Fragile States Policy pp. 8-9)</i>	International Seminar for Results and Risk Management together with OECD/DAC and ODI	1. Seminar organised to raise awareness of risk and results management as prerequisite for greater engagement in fragile states
	Follow up to seminar through OECD/DAC's INCAF network and Good Humanitarian Donorship Community and in collaboration with the UN	1. Establishment of UN Risk Management System for Somalia 1 <sup>st</sup> quarter 2011 supported. 2. Promote risk management as a theme for discussions at HLF4 on development effectiveness in Busan.
	Development of practical tools to facilitate risk taking	1. Risk barometer developed in dialogue with OCHA and UNCT (Kenya / Somalia) and approved.
<b>OBJECTIVE 10: HUMANITARIAN ASSISTANCE</b>		
<i>Alleviate humanitarian needs and assist in the protection of those who are affected by conflict, crises and disasters</i>  <i>(extract from</i>	Multi-annual partnership agreements with the larger Danish humanitarian NGOs and relevant UN organisations. These agreements will assist in implementing the thematic priorities of the new strategy in partner countries. Focus on the most vulnerable groups, incl. women, children, people living with handicaps, etc. in countries with protracted crises.	1. Partnership Framework Agreements signed and under implementation. Annual consultations.

<i>Action plan for implementation of Strategy for Danish Humanitarian Action 2010-2015)</i>	Increased focus on risk analysis and management in humanitarian settings. Denmark to take lead in international debates and develop appropriate tools.	<ol style="list-style-type: none"> <li>1. International conference on the subject completed.</li> <li>2. Follow up actions in cooperation with international partners completed or ongoing.</li> </ol>
	Study of urbanisation and displacement in 8 locations to develop tools and strategies for addressing needs of vulnerable displaced people in urban settings.	<ol style="list-style-type: none"> <li>1. Study completed</li> <li>2. Results integrated into humanitarian policy.</li> </ol>
	Dialogue with ICRC on fragile states Increased participation in ICRC donor group, considering Denmark's policy to engage in fragile states.	<ol style="list-style-type: none"> <li>1. Chairmanship of the donor group implemented.</li> <li>2. Biannual meetings held.</li> </ol>
	Increased engagement in the Good Humanitarian Donorship initiative (GHD) to discuss good practice and shared concerns. Participation in 3 work-streams: i) better & common needs analysis; ii) coherence between emergency relief & long-term development and iii) better field coordination (eg. Sudan, Somalia).	<ol style="list-style-type: none"> <li>1. GHD chairmanship completed</li> <li>2. Quadri-annual meetings held</li> </ol>
<b>OBJECTIVE 11: PRIVATE SECTOR DEVELOPMENT</b>		
<i>Further private sector development and entrepreneurship in fragile states (cf. Fragile States Policy pp.15-16 and Danish Policy "Growth and Employment")</i>	Transitional support for Zimbabwe towards good governance and private sector-led agricultural development	<ol style="list-style-type: none"> <li>1. Transitional 3-yr programme of 300 mill. DKK (2010-12) with overall objective of buttressing reform process via support to private sector development, esp. in agriculture, and infrastructure implemented.</li> </ol>
	Support to International Finance Cooperation towards activities in fragile states	<ol style="list-style-type: none"> <li>1. Partnership agreement/MOU including support to activities in Somalia, Sudan and Zimbabwe implemented.</li> <li>2. Fragile states advisor for IFC recruited.</li> </ol>
<b>OBJECTIVE 12: WHOLE OF GOVERNMENT APPROACH</b>		
<i>Strengthen Whole of Government approach to stabilisation and engagement in fragile states (cf. Fragile States Policy pp.5-8)</i>	Increase Whole of Government capacity, including MFA, Ministry of Defence, Prime Minister's Office and Ministry of Justice, for stabilisation and engagement in fragile states	<ol style="list-style-type: none"> <li>1. Updated concept on civil-military interaction developed</li> <li>2. Whole of Government Stabilisation Secretariat fully functioning – broad participation in the Whole of Government Steering Committee achieved.</li> </ol>