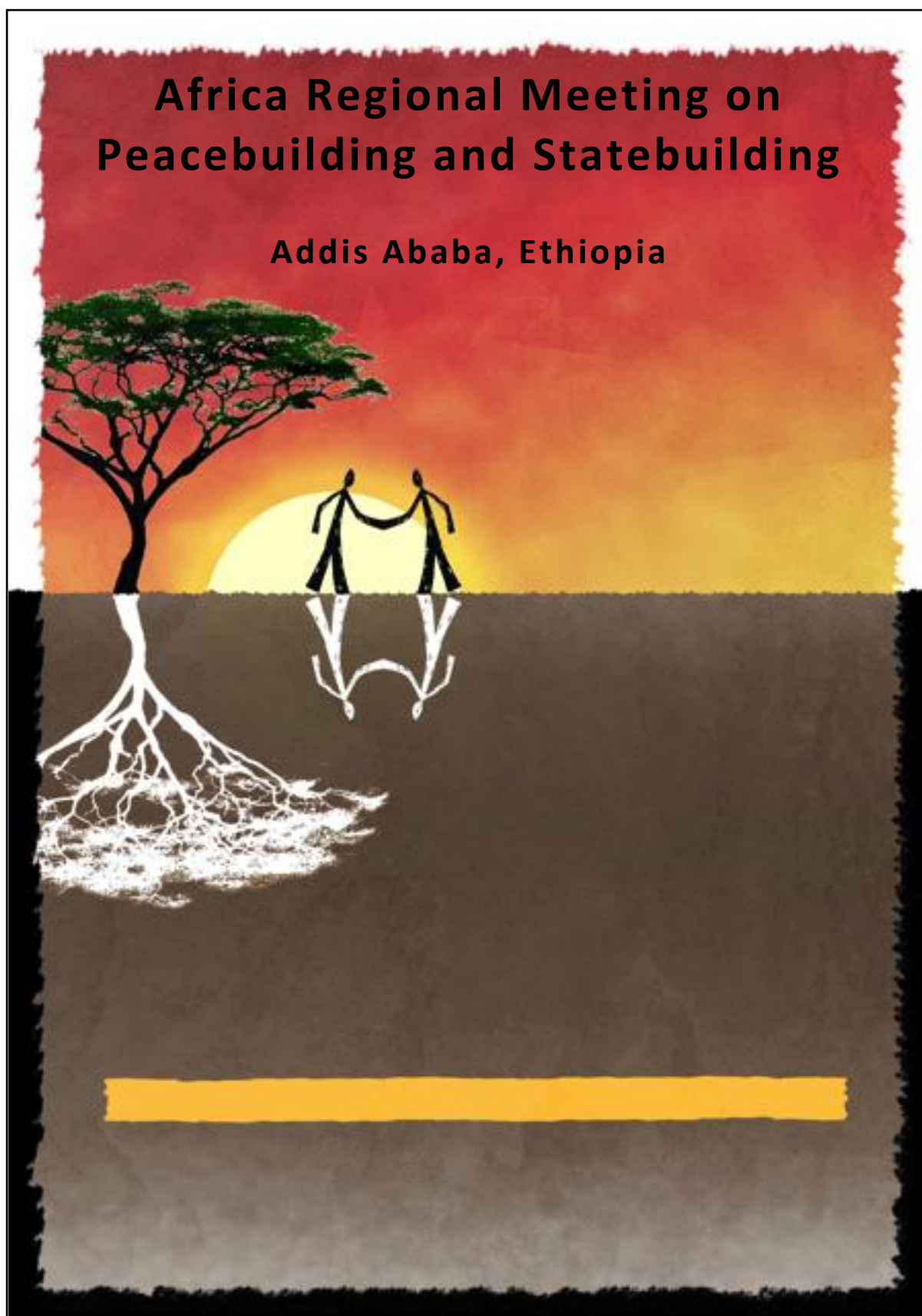




FINAL REPORT

Africa Regional Meeting on Peacebuilding and Statebuilding

Addis Ababa, Ethiopia



Africa Regional Meeting on Peacebuilding and Statebuilding

Report on Regional Consultation
organized by Fragile States Unit

Addis Ababa, Ethiopia

7-9 September 2011

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Executive Summary

The African Development Bank, UN Economic Commission for Africa and the African Union Commission organized an Africa regional meeting on peacebuilding and statebuilding in Addis Ababa, Ethiopia on 7-9 September 2011.

Approximately 150 participants, representing governments, international organizations, donors, embassies, civil society, and academia, participated in the meeting. Ten ministers of finance and planning participated actively in discussions throughout the two days. These included Chad, Comoros, Djibouti, Guinea, Guinea Bissau, Sierra Leone, Somalia, South Sudan, Timor-Leste, and Zimbabwe

Following are the key messages from the meeting:

- ◆ Aid effectiveness in post conflict and post crises continues to be an urgent priority for accelerated progress towards peacebuilding and statebuilding. Given that fragile states will not meet the MDGs, the conference called for African fragile and post conflict countries to have a strong voice in Busan to articulate their peacebuilding and statebuilding objectives in the Busan Outcome document.
- ◆ Country owned development prioritization and implementation instruments should continue to be the framework for sustainable statebuilding process. Improved transparency and accountability mechanisms will also further contribute to strengthening state legitimacy. Country experiences show that in the early stages of state building improved transparency will also pose certain risks to the state. For well coordinated development planning there is a need to have good statistical data to facilitate the planning processes.
- ◆ The meeting acknowledged that short-term peace dividends, while difficult, will need to be demonstrated for continued confidence in the statebuilding process; improved security remains a key element; increased transparency and accountability mechanisms will help strengthen state legitimacy; and the centrality of the role of civil society. Discussions also concluded that statebuilding was a deeply political process which would pave the way for further sectoral development programs. Existing lessons indicate the need to continue to pursue the road to governance and economic reforms led by a focused inclusive political process.
- ◆ The session on youth employment, development and security, in which the Bank had two presenters, elicited some of the most active discussion, highlighting the youth and employment issue as a priority for inclusive growth and one that perhaps merits further attention by the Fragile States Unit and related AfDB programming.

The International Dialogue for Peacebuilding and Statebuilding at the OECD also assisted with the organization and the final communiqué. Ms. Emilia Pires, Co-chair of the International Dialogue and Minister of Finance, Timor-Leste provided an opening overview of the progress made so far in influencing the global aid effectiveness agenda, particular in view of Busan.

The final communiqué built on the Monrovia Roadmap and was approved by all present. The communiqué reiterated the need for interim goals that contribute towards the MDGs, stronger country ownership in assessing their situation of fragility; delivery of aid that is better tailored to fragile states; shared assessments and management of risks; and country-level compacts.

The African Development Bank will take the outcomes, as identified in the final communiqué and in the discussions, and transmit them to the AfDB task force on Busan and the Fragile States Unit task force on

fragility.

The messages will also be voiced through the International Dialogue process – not only to Busan but also to the other international forums in which issues of peace- and statebuilding are discussed.

Context

The Fourth High Level Forum on Aid Effectiveness (HLF4) will take place in Busan, Korean from 29 November to 1 December 2011. There, ministers and specialists will take stock of progress since the Accra forum in 2008. They will also propose a new framework to achieve the Millennium Development Goals by 2015. In addition, they will seek to situate aid in its broader development context, considering ongoing and new complexities such as trade, security, and climate change.

With just four years to go before the MDG target date of 2015, HLF4 will seek to revitalise existing commitments and sustain the political momentum. Developing countries have identified their priorities for HLF4 as: predictable aid, use of country systems, end to policy conditionality, country-driven capacity development, mutual accountability and reduced transaction costs. It is anticipated that all of these priorities will form the basis for the discussions at HLF4.

Meeting Objectives and Core Issues to be Discussed

With the aim of contributing to shape the HLF4 agenda, while promoting broader collaboration on peacebuilding and statebuilding, the African Development Bank (AfDB), African Union Commission (AUC), and the United Nations Economic Commission for Africa (UNECA) will organize a two-day regional conference on peacebuilding and statebuilding in Addis Ababa, Ethiopia from 7-9 September 2011.

The conference will bring together ministers and high-level representatives from African countries, regional organisations and international partners, including members of the International Dialogue on Peacebuilding and Statebuilding¹ as well as representatives of civil society organisations and the private sector throughout the region.

The conference will look at the trends and specific challenges of conflict and fragility on the African continent. It will then discuss the emerging consensus on peacebuilding and statebuilding priorities. It will explore what changes are required to make aid more effective in conflict-affected and fragile countries, based on existing evidence and policy discussions. Lastly it will look at ongoing responses from regional and international partners.

See *Annex A* for the full concept note.

Presenters and Participants

- ◆ Dr. El Kshesh, Vice President, African Development Bank
- ◆ Ms. Jennifer Kargbo, Deputy Executive Secretary, UN Economic Commission for Africa
- ◆ Ambassador John K. Shinkaiye, Chief of Staff, Bureau of the Chairperson, African Union
- ◆ Ms. Sunita Pitamber, Head of Fragile States Unit, African Development Bank
- ◆ Dr. El Ghasim Wane, African Union Commission
- ◆ H.E. Mrs. Emilia Pires, Co-Chair International Dialogue, Minister of Finance, The Democratic Republic of Timor-Leste
- ◆ Mr. Koen Davidse, Co-Chair International Dialogue, Director for Multilateral Organizations, Ministry of Foreign Affairs, Netherlands
- ◆ H.E. Mr. Tendai Biti, Minister of Finance, Zimbabwe

¹ Key members of the International Dialogue on Peacebuilding and Statebuilding include conflict-affected and fragile countries, which form the g7+ group, and the members of the International Network on Conflict and Fragility.

- ◆ Mr. Jalal Abdel-Latif, Chief Civil Society and Post Conflict Section, UN Economic Commission for Africa, Governance and Public Administration Division
- ◆ Ms. Alexandra Trzeciak-Duval, Head of Division, Development Co-operation Directorate, Organization for Economic Cooperation and Development
- ◆ H.E. Mr. Kostis Manibe, Minister of Finance and Economic Planning, South Sudan
- ◆ H.E. Dr. Samura Matthew Kamara, Minister of Finance and Planning, Sierra Leone
- ◆ H.E. Ms. Helena Maria Jose Embalo, Minister of Economy, Planning and Regional Integration, Guinea Bissau
- ◆ Dr. El Wathig Kamier, Consultant
- ◆ H.E. Mr. Kerfella Yansane, Minister of Finance, Guinea
- ◆ Mr. Stephen Ndwigwa, World Bank
- ◆ Mr. Juergen Schwettmann, Deputy Regional Director for Africa, International Labour Organization
- ◆ Ms. Ginette Nzau Muteta, African Development Bank
- ◆ Ms. Cristina Hoyos, African Development Bank
- ◆ H.E. Mrs. Alfeine Siti Soifiat Tadjiddine, Commissaire Generale au Plan, Ministre de Finance, du Budget et du Plan, Comores
- ◆ Ms. Donata Garrasi, The International Dialogue and the g7+

The audience of approximately 150 people included 10 ministers of finance or planning from fragile or conflict-affected states, civil society organizations, representatives of international organizations and

embassies, and academics.

See *Annex B* for the list of participants.



Minister XXX -- confirm name???? with Vice President Kamal El Kheshen, African Development Bank

Meeting Proceedings

The African Development Bank hosted a welcome cocktail for all the participants on the evening of 7 September 2011.

The following morning of 8 September, representatives of the three hosting organizations [African Development Bank, UN Economic Commission for Africa (UNECA), and the African Union Commission AUC] opened the discussions. Following their remarks were three panel discussions to provide background on the International Dialogue process and the Busan agenda, gain a regional perspective on Africa's challenges, and dive more deeply into specific issues through country case studies.

In addition, representatives of local and regional meeting covered the morning session and press conference, and participants took part in working group discussions on their recommendations to improve aid effectiveness. The day closed with a dinner and cultural show.

On 9 September, there were two additional panel sessions on employment and the role of international organizations. Participants approved the final communique, and the meeting concluded at 12:30pm.

See *Annex C* for the complete agenda.

Presentations and Discussions

8 September 2011

Opening Remarks

- ◆ Dr. El Kheshen, Vice President, African Development Bank
- ◆ Ms. Jennifer Kargbo, Deputy Executive Secretary, UN Economic Commission for Africa
- ◆ Ambassador John K. Shinkaiye, Chief of Staff, Bureau of the Chairperson, African Union

In his opening comments, **Dr. El Kheshen** explained the purpose of the meeting and outlined several avenues for ensuring the recommendations were included in the Busan agenda. He focused on the themes of leadership, accountability, and commitment to promote aid effectiveness and broader collaboration among fragile and conflict-affected countries. In closing, he invited participants to embody those principles and join together in carrying priorities for fragile states forward.

Ms. Kargbo stressed the importance of good governance and agreed with Dr. El Kheshen on the need to focus on long-term goals. She noted the transition from previous work, which looked at short-term disarmament, rehabilitation and reintegration issues, to the UN Durable Peace Initiative, which has longer-term institution and infrastructure building goals.

Ambassador Shinkaiye also focused on long-term sustainable development, underpinned by an African vision of regeneration and growth. He cited the new AU policy framework, which includes policies that address economic and social development, and the importance of regional coordination.



H.E. Mrs. Emilia Pires, Co-Chair International Dialogue, Minister of Finance, Timor-Leste

Session One: Overview of the Fourth High-Level Forum on Aid Effectiveness and the International Dialogue on Peacebuilding and Statebuilding

- ◆ **Chairperson: Dr. El Ghasim Wane, African Union Commission**
- ◆ H.E. Mrs. Emilia Pires, Co-Chair International Dialogue, Minister of Finance, The Democratic Republic of Timor-Leste
- ◆ Mr. Koen Davidse, Co-Chair International Dialogue, Director for Multilateral Organizations, Ministry of Foreign Affairs, Netherlands

Mrs. Pires explained that the International Dialogue for Peacebuilding and Statebuilding was established to examine why aid was not effective and devise solutions. It is made up of fragile countries and donors and empowers us to form a united voice, to which the international community is beginning to listen. The International Dialogue will hold a g7+ retreat in Juba in October to further refine the architecture to present in Busan.

Aid is measured against the MDGs. In fragile environments, violent conflict has declined, but it is not commonly measured, so aid is not allocated against this decrease. In Monrovia, representatives agreed to five objectives. Now, they are working on fleshing them out with indicators and targets. As part of that work comes the need to define fragility, so others do not do it for us.

Learning from the East Timor experience, it is important to have a framework for managing natural resources, so you have some funding. Donors should not hassle fragile states about agreements when the paperwork is more than the country can handle.

Mr. Davidse continued by emphasizing the importance of transparency and of using country systems. He acknowledged there are high risks in using those systems, but there are also large gains. He also talked about the need to manage risks more jointly and eliminating practices that are harmful and lead to brain drain. Donors need to respond more quickly and predictably.

At Busan, Mrs. Pires and the International Dialogue will put forward the points discussed and ask for their endorsement. It is about standing united.

Discussion
It is important to understand the root causes of instability, such as the events in North Africa and the triggers of unemployment.
Countries must be prepared for the blowback that comes with being transparent. When Liberia opened its books, they put themselves at risk. Donors need to understand governments are taking a big risk. When donors then turn around and refuse to use country systems, it is counter-productive.
The discussion points require more work and trust. The indicators used to assess countries must be accurate, and the goals must be achievable.
How do you reconcile the trade-offs between experts coming into the country claiming to know what is best for you when you do not have time to make your own plans.
Regional conflict can also make victims of us and shatter trust. Regional cooperation can be a way out of fragility, but it must be stimulated.
Unfortunately, there can be competition between grassroots NGOs and international ones. We need to look at sustainability and community-driven projects.
Our government institutions lack capacity sometimes, and it can be a challenge to take over from the international community. We end up with parallel systems that we have to reconcile. Development should be country-led, but there is a trade-off. It must also be inclusive.
What one really needs is a vision, not a plan. A plan will change rapidly and regularly in the aftermath of conflict. A vision can act as a guide until priorities stabilize enough for a strategic plan. But it is difficult to convince donors of the benefits of a vision because they prefer a plan.

Session Two: Current Challenges of Peacebuilding and Statebuilding in Africa

- ◆ **Chairperson: H.E. Mr. Tendai Biti, Minister of Finance, Zimbabwe**
- ◆ Mr. Jalal Abdel-Latif, Chief Civil Society and Post Conflict Section, UN Economic Commission for Africa, Governance and Public Administration Division
- ◆ Ms. Alexandra Trzeciak-Duval, Head of Division, Development Co-operation Directorate, Organization for Economic Cooperation and Development

Mr. Abdel-Latif spoke about three fundamental conditions or questions: 1) How has the post-conflict settlement been arranged; 2) What is the level of international involvement (in the conflict or in the peace process); and 3) What are the elements in the peace accords?

He also raised an issue for the OECD to consider. There is no regional instrument to address regional peace dividends. There is also a need for stronger analytical work to shape the peace process. The existing arrangement in development assistance is a joint assessment, including detailed costing. But in the immediate aftermath, all the numbers are wrong.

In addition, there is the critical question of an active civil society and the need to rebuild civil-state relationships, jump-start service delivery, etc. There is also a role for developing regional economic systems, taking the Horn of Africa as one major example.

The African Union (name??) spoke about the elements of statebuilding. These included the historical context for international provisional administration, the fact that solutions are fundamentally political, there is a superficiality in approach with a ready eye on the exit strategy; and these are complex social situations.

To respond to these, he suggested structural prevention to reduce the risk of falling back into conflict, the need for a comprehensive index to assess where a state stands, and the mobilization of resources and expertise at the level of the African continent.

Ms. Trzeciak-Duval summarized the points to date by saying that there are some very good policy tools and instruments, but most aid actors appear to neither be set up to meet the challenge posed by fragile situations nor the commitments made by their headquarters.

The international community is making significant investments in fragile situations -- 1/3 of development assistance resources. Some have been successful (Timor-Leste, Sierra Leone, Burundi, Mozambique), which gives hope. But there are 1.5 billion people in fragile situations.

A key finding of their 2011 survey of fragile states (in keeping with the 10 principles to safeguard international engagement in fragile states) is that most partners are not geared up on the ground to translate commitments made by headquarters into action. They also identified three of the principles as being most relevant to statebuilding (#3 - strengthen strategic functions necessary for poverty reduction; #7 align assistance to national strategies; and #9 be flexible enough to respond to changing situations and be durable enough).

Turning around fragile states in value for money. Just as conflict in one country can have a domino effect, exiting from fragility can bring peace and security to millions.

Discussion
The definition of a fragile state is when it cannot provide the expected services to its citizens and mutual trust has become very weak. However, when there are donors and implementing agencies in between, how can we regain trust?
What are our concrete propositions for Busan? I hope the African Union will engage.
Peacekeeping and statebuilding are interlinked phases. Success in one leads to success in the other. We need the international community to engage seriously based on national priorities and results-driven projects.

Session Three: Country Cases: Peacebuilding and Statebuilding Experience and Lessons Learned

- ◆ **Chairperson: H.E. Mr. Kosti Manibe, Minister of Finance and Economic Planning, South Sudan**
- ◆ H.E. Dr. Samura Mattew Kamara, Minister of Finance and Planning, Sierra Leone
- ◆ H.E. Ms. Helena Maria Jose Embalo, Minister of Economy, Planning and Regional Integration, Guinea Bissau
- ◆ Dr. El Wathig Kamier, Consultant

Dr. Kamara shared Sierra Leone’s experience after the war of defining the economic causes of conflict, including disempowerment, weak social safety nets, poor delivery of services, and exclusion. It is difficult to bring this back on track afterwards. They needed to set up systems to implement the peace accords and then sustain peace. They worked to re-establish state authority and local governance. Donors were focused on humanitarian assistance but were less interested in the long-term



H.E. Dr. Samura Mattew Kamara, Minister of Finance and Planning, Sierra Leone, and H.E. Mr. Ali Dirir Farah, Vice Minister, Somalia

As a government, they have moved on to look at the drivers of economic growth and human development. Their goal is to manage their own natural resources to the point of not needing donors. Youth unemployment remains a big risk and threat to peacebuilding. They are also seeking pooled resources from donors for a sector, ex. setting up an energy fund.

Ms. Embalo of Guinea Bissau followed, beginning with how conflict weakened Guinea Bissau’s state institutions and led to drug trafficking and organized crime among others. They are now on the road to stability with an ambitious strategy to consolidate peace and expand their internal capacity.

The international community is crucial to help them achieve these goals and support their new framework. Guinea Bissau lacks financial development institutions and hopes for a rethink of donor strategies towards approaches that are more predictable and sustained.

Dr. Kamier’s study of South Sudan found that it faces many of the same challenges as other fragile states. Four of the main challenges are the following:

- Building peace after decades of conflict (much of it inter-ethnic);
- Statebuilding, including creating a shared identity (were united by resistance but now need to build a nation);
- Building the systems of governance; and
- Providing peace dividends and fulfilling state functions.

While many of these challenges were expressed by other speakers, what sets South Sudan apart is disengaging from the North. There are many post-apportionment issues, including nationality and citizenship, banking, international treaties, debts, oil, water resources, etc. However, no guidance is provided in any of the peacebuilding documents. These items are simply listed as issues.

Lessons learned include the need for the design of peace agreements to consider all options and consequences. They must be comprehensive and inclusive. Implementation must avoid selectivity. Interdependence of border areas, for example, must be taken into account. Security arrangements should be more detailed. Global players should be more proactive. Peace dividends must be immediately disbursed, and agreements should not raise expectations during interim periods. There must be a considered balance between security and development in the aftermath, including the prioritization of disarmament and reintegration.

Discussion
Peace should start in the village with local governance and the inclusion of young people and women. The common theme should not simply be the absence of violence.
The situation in post-conflict countries resembles a construction site. Everything is critical, and one must prioritize. But it is a weak state facing questions of legitimacy. The peace agreement is only the beginning.
It is important to look at the roles of the military and political parties and their contributions to fragility.
Engaging civil society is important. Both Sierra Leone and Guinea Bissau stressed their role.
In South Sudan, there is a lingering feeling about those who stayed behind and those who left, but the human capacity deficit is huge, so the returnees, including diaspora, are needed.
There is a need for a strong reconciliation program in South Sudan to make unity attractive and reconcile the tribes.



Ms. Kula Fofana, Liberia

Breakout Groups

◆ **Chairperson: Ms. Donata Garrasi, The International Dialogue and the g7+**

Participants divided into four groups to discuss the four questions listed below. Each group reported out on their responses to one question. Those responses are captured here.

What do national partners need to do to facilitate the use of country systems?

- 1) This is an issue of trust. Donors do not trust national systems. Their confidence must be generated through enhanced transparency, better control, fighting impunity and transparent procurement.
- 2) There should also be more dialogue and exchanges with donors at the country level to reduce misunderstandings.
- 3) Introducing civil society's elements into the national evaluation systems could also be a way to foster justice and transparency and fight impunity, along with better protection for business investments.
- 4) Enhanced donor trust could also be achieved through the sharing of viable projects from the start under a division of labor principle. The 'crisis of confidence' could finally be overcome by demonstrating national system's capacity (ability to manage domestic revenue, develop an internal audit system, integrate civil society actors, and fully accept the transparency and aid according to results system favored by donors).

What would be the mechanisms to enable better assessment and management of risks (i.e. shared risk assessments)?

- 1) Need for shared risk assessment with government ownership and leadership and systematic inclusion of civil society organizations.
- 2) Methodologies need to be streamlined to be adapted to the fast changing and quick delivery context.

- 3) Better understanding of what risk can be taken and that some are innovation and not risk. We need to distinguish between the two.
- 4) Strengthen the systems in place to manage risk using national mechanisms when possible.
- 5) Support capacities that are required to enable the use of national accountability mechanisms.

What should national and international partners do together to limit the use of practices that are harmful to building local capacities?

- 1) Use local systems. If they are weak, they need strengthening. The current harmful practice of the project management unit system often used by the World Bank is not a good use of resources. If funded by USAID, for example, they bring USAID staff. Once the project is over, they will not stay with the ministry. And the emphasis then depends on the skill set of the selected advisor, ex. health expert. External systems should only be used in cases like Somalia, where there are no local systems in place.
- 2) Similarly, jointly funded projects between donors where experts come from both countries can be confusing.
- 3) Lack of capacity assessment in a fragile state. Plus have to be integrated into systems (whether there is a donor or not). One AU per sector.
- 4) Each government has an agenda that donors much respect. Capacity to be sought locally.
- 5) Development partners want to be in development. Therefore, they should take the risk instead of rejecting investments in fragile states because of limited local capacity. Concern that sometimes development partners just look for excuses not to fund or invest.
- 6) The risk threshold in fragile states is different from that of stable states.
- 7) Modalities that complement the capacity of the government.
- 8) Investing in fragile states is risky, but the advantages of engaging in this risk outweighs inaction of not doing anything.
- 9) How do we minimize the risks? By putting in place systems and accountability. Through mutual respect between the donors and the states.
- 10) Capacity building expanded to include the private sector.

How can we mainstream job creation in our institutions? What would be the entry points for job creation programs in states affected by conflict and fragility?

- 1) The group agreed that the context should be the starting point as contexts vary.
- 2) Job creation should be looked at from an immediate to short-term perspective and medium- to long-term perspective. In the short-term, social protection programs like public works could be easily implemented by partners and the government. In the medium- to long-term, the private sector should take the lead - key to sustainability.
- 3) Governments need to ensure the appropriate environment in terms of infrastructure and policy reforms to attract private sector investment.
- 4) An institutional framework (responsible ministry or agency) is also necessary,



Ms. Sunita Pitamber, Head of AfDB Fragile States Unit

- especially for disadvantaged populations (youth, women, physically disabled).
- 5) Mainstream youth employment in sector programs. If idle youth on the street do not have opportunities, they pose the greatest risk to relapsing into conflict. The cost of not doing anything about their situation is higher than doing whatever little amount is possible.
 - 6) Vocational job programs and volunteering through ministries, agencies or chambers of commerce will help graduates acquire the necessary experience to get regular jobs.
 - 7) Having the right curriculum in schools is also critical to match demand with supply.
 - 8) Use of information technology to provide information in remote areas.
 - 9) Gender-based programming to attract young women.
 - 10) Specialized programs in industry to encourage young people to learn new skills, especially in countries with new sources of wealth.
 - 11) Donor practices should create more local jobs than international ones (instead of the opposite as it currently is).
 - 12) Peacebuilding missions should be encouraged to focus on job creation activities.

9 September 2011

Summary of Key Points from Day One

- ◆ Ms. Sunita Pitamber, Head of Fragile States Unit, African Development Bank
 - Better understanding of the work of the International Dialogue and progress made in providing more concrete inputs into the Busan meetings.
 - Aid effectiveness in post-crisis and post-conflict situations remains an urgent priority for accelerated progress.
 - Country-owned development prioritization and implementation frameworks for sustainable statebuilding processes.
 - A better understanding of the country defined peace building process will be the starting point for well-coordinated development planning.
 - The 2011 global monitoring report showed that donors are poorly equipped to deliver on their commitments for aid effectiveness.
 - Statebuilding is a deeply political process which will pave the way for further sectoral development.
 - Improved security is a key element to peace- and statebuilding processes.
 - Demobilization and reintegration are necessary to improve security, but in the early stages of post-conflict, this may be difficult.
 - Improved transparency and accountability mechanisms will help contribute to strengthened state legitimacy but also pose certain challenges.
 - Existing tools for peace- and statebuilding need to be improved to respond to aid effectiveness.
 - The role of peacekeeping is important to maintain post-conflict stability, however, existing regional programs need to be better resourced for their continued effective presence on the ground.
 - The African Union has several existing programs which will further contribute to regional peacebuilding.

- Prioritization of urgent needs in an environment of weak institutional capacity and budgetary constraints will continue to be a challenge to state legitimacy in the short-term.
- Road to governance and economic reforms must be pursued, led by a focused, inclusive political process.
- Short-term peace dividends while difficult must be maintained while medium- to long-term reforms and investments demonstrate development impact for inclusive growth.
- Working group discussions emphasized the role of political dialogues, focused economic growth, and outreach to all aspects of society.
- The role of civil society is clearly a key pillar in the statebuilding process.

Session Four: Conflict, Security, Development and Job Creation and their Implications for Africa

- ◆ **Chairperson: H.E. Mr. Kerfella Yansane, Minister of Finance, Guinea**
- ◆ Mr. Stephen Ndwgwa, World Bank
- ◆ Mr. Juergen Schwettmann, Deputy Regional Director for Africa, International Labour Organization
- ◆ Ms. Ginette Nzau Muteta, African Development Bank
- ◆ Ms. Cristina Hoyos, African Development Bank

Creating employment, especially for young people, in a situation of fragility is difficult but necessary.

Mr. Ndwgwa from the World Bank said that the jobs discussion in the World Development Report for 2011 came out of the tension between opportunities and violence. Successful, self-reinforcing societies require economic opportunities. He had five messages:

1. Centrality of legitimacy - need of state to be seen as providing opportunities to everyone in society and securing people's investments;
2. violence is cyclical and mutates over time - from political to criminal - which means engagements must be long-term, not just in the flare up of violence;
3. Speed and results - governments must provide peace dividends quickly, but donor systems tend not to be able to support that type of speed;
4. Different pathways to deliver results - what kind of flexible arrangements can be put into place?
5. Violence and fragility are not just national events - they can be driven by others in the neighborhood and around the globe.

Discussions of regionalism and regional instruments have been muted so far, but we need to make more noise for Busan.

Mr. Schwettmann provided the perspective of the International Labor Organization (ILO). He discussed the trend between local economic recovery and longer-term, more stable enterprise creation programs. His presentation used data from the Horn of Africa, which has 20 percent of the continent's population and a labor force of about 8 million. Between 70-80 percent are involved in agriculture, and official data says 30-40 percent are unemployed.

The key factors of instability are not only national. They are also regional, including migration and



Mr. Siafa Kpowor Hage, Liberia

internal displacement, environmental degradation, climate shocks, water scarcity, crime and piracy, poverty, population growth, and youth.

The ILO has responded with the decent work agenda, including labor standards; the triangle of empowerment, protection and opportunity; road construction and other labor-intensive employment schemes at the beginning; skills development and distance learning options; strengthening social dialogue; and organizational development and delivery of services.

Ms. Nzau Muteta discussed the AfDB’s role and perspective, including an overview of the unemployment situation on the continent. She noted that there is a lack of meaningful and decent jobs, policies are not adapted, there is an inadequate regulatory framework, labor market data is lacking, and there is a tendency to repeat the same programs without examining what has been successful and what has not.

The AfDB got involved in jobs first through the concern of the Board of Directors but then expanded its work as the depth of the problem became clear. Work falls under many of the Bank’s work areas, including primary education, vocational and technical training, social fund, enterprise development and financing, civil society capacity building, and looking forward, towards governance, links with the private sector and information technology.

Ms. Hoyos gave an overview of a joint working group, which includes the AfDB, several UN organizations and the World Bank. They focus on the 18 fragile states in Africa and acknowledge that job creation has not been addressed sufficiently. It must be linked to peace- and statebuilding processes.

The working group’s objective is to bring different donors on board to create a shared framework on job creation, analyze what has been done in the past, and work together. They have held two workshops, including one with representatives from Sri Lanka and Nepal to explore their approaches.

Discussion
Numerous participants shared examples of job creation programs in their countries.
It is important, particularly in creating jobs, to work jointly with the government and the private sector to avoid duplication.
The work the AfDB is doing to assess real examples from countries with similar backgrounds (ex. Sri Lanka and Nepal) is very useful.
More money should go to vocational education and training. Those funds should be based on the demographics in our countries.
China is often accused of employing prisoners to reduce labor costs. What are the implications for employing those under the age of 18?
Given our populations, should more money go to agriculture, which is labor-intensive, and less to industrial uses?
The poverty reduction strategy papers are not thinking enough about job creation, nor are our programs.
Procurement procedures are about quality, price and origin. We probably do not think enough about local employment in crafting those procedures.
Wage discrepancies between donor salaries and local salaries create problems in the labor market.

We need to run away from the paralysis of analysis and get to work.

Session Five: Addressing Emerging Issues in the Context of Peacebuilding and Statebuilding

- ◆ **Chairperson: H.E. Mrs. Alfeine Siti Soifiat Tadjiddine, Commissaire Generale au Plan, Ministre de Finance, du Budget et du Plan, Comores**
- ◆ H.E. Mr. Tendai Biti, Minister of Finance, Zimbabwe
- ◆ Ms. Donata Garrasi, The International Dialogue and the g7+

Mr. Biti placed Zimbabwe's current development situation in context, noting the political disharmony and economic mismanagement between 1999 and 2008 that took its toll on the country. Zimbabwe lost 40 percent of its GDP in those years.

Most people in Africa (close to 73 percent) are experiencing or have experienced conflict in their contemporary history, and they continue to feel the consequences. Civil war tends to lower growth by 2.3 percent annually.

Post-crisis, post-conflict countries share similar challenges, including continued conflicts, absence of fiscal space and alternate financing instruments, lack of implementation capacity, slow pace of reforms, and unsustainable debts.

Zimbabwe's post-crisis era began in February 2009, and it has made progress in settling inflation, using its capacity more fully, etc.

Africa still needs national visions and mitigation mechanisms against cyclical political behavior. Peace and stability are key for development. But transformation and equality must be at the center, including embracing the non-formal sector, which houses many women. African countries should look at the Asian models of technical growth and especially at regional integration to gain economies of scale. ICT penetration needs to increase while red tape needs to decrease. People need more training supported by robust health and education systems. As one said, "Africa does not need strongmen. It needs strong institutions."

Next, **Ms. Garrasi** spoke about the new deal for fragile and conflict-affected countries that the International Dialogue is putting forward.

Programs, standards and guidelines include a state, security, justice, jobs and services for all.

The focus is on the spectrum of fragility, having one country-led vision and plan, country level compacts to enhance coordination, standards to monitor progress, and support for political dialogue to encourage inclusion.

It can be summarized in the TRUST framework:

Transparency

Risk sharing

Use country systems

Strengthen capacities

Time: fast and predictable aid.

Closing and Final Communiqué

Vice President El Kheshen closed the discussions by summarizing some of the key messages listed above and by reiterating the next steps to take those messages to Busan. The African Development Bank committed to ensuring the recommendations were conveyed to its Busan and fragile states task forces and to working with the International Dialogue to transmit them to Busan and other relevant international forums.

Ms. Sunita Pitamber read the final communiqué. All present endorsed it.

See Annex D for the final communiqué.

Annex A: Concept Note



Organised by the African Development Bank, African Union, and the United Nations Economic Commission for Africa, with the participation of the International Dialogue on Peacebuilding and Statebuilding

7-9 September 2011 Addis Ababa, Ethiopia

BACKGROUND: PEACEBUILDING AND STATEBUILDING ON THE ROAD TO BUSAN

The Fourth High Level Forum on Aid Effectiveness (HLF4) will take place in Busan, Korea from 29 November to 1 December 2011. There, ministers and specialists will take stock of progress since the Accra forum in 2008. They will also propose a new framework to achieve the Millennium Development Goals by 2015. In addition, they will seek to situate aid in its broader development context, considering ongoing and new complexities such as trade, security, and climate change.

With just four years to go before the MDG target date of 2015, HLF4 will seek to revitalise existing commitments and sustain the political momentum. Developing countries have identified their priorities for HLF4 as: predictable aid, use of country systems, end to policy conditionality, country-driven capacity development, mutual accountability and reduced transaction costs. It is anticipated that all of these priorities will form the basis for the discussions at HLF4.

THE AFRICA REGIONAL MEETING ON PEACEBUILDING AND STATEBUILDING

The African Development Bank will be an important actor at the HLF4 both because of its broad development mandate and its specific and active contributions to addressing issues of conflict and fragility, a key theme of the HLF4.

For this reason, and with the aim of contributing to shape the HLF4 agenda, whilst promoting broader collaboration on peacebuilding and statebuilding, the African Development Bank, African Union Commission, and the United Nations Economic Commission for Africa will organize a two-day regional conference on peacebuilding and statebuilding in Addis Ababa, Ethiopia from 7-9 September 2011.

The conference will bring together ministers and high-level representatives from African countries, regional organisations and international partners, including members of the International Dialogue on Peacebuilding and Statebuilding² as well as representatives of civil society organisations and the private sector throughout the region.

The conference will look at the trends and specific challenges of conflict and fragility on the African continent. It will then discuss the emerging consensus on peacebuilding and statebuilding priorities. It will explore what changes are required to make aid more effective in conflict-affected and fragile countries, based on existing evidence and policy discussions. Lastly it will look at ongoing responses from regional and international partners.



² Key members of the International Dialogue on Peacebuilding and Statebuilding include conflict-affected and fragile countries, which form the G7+ group, and the members of the International Network on Conflict and Fragility (INCAF).

EXPECTED OUTCOMES

This conference is expected to provide substantive ideas and inputs to feed into the HLF4 agenda as well as into other on-going processes focused on issues of conflict and fragility. The main elements of the conference are summarised below.

The trends and specific challenges of conflict-affected and fragile states in Africa

Conflict-affected and fragile states recognise that aid is not delivering results in their countries and that “a new paradigm of international engagement in fragile and conflict-affected countries,” as called for by the g7+ group of fragile states, is required.

Despite progress in several African countries, conflict continues to affect too many people on the continent. This year, a new country has emerged from a long conflict and several countries are undergoing difficult transitions. Stress factors are increasing across the continent. This meeting will provide an opportunity to take stock of the specific peacebuilding and statebuilding trends and challenges in Africa.

Business as usual — in particular “aid and development as usual” — will not work to address the challenges faced by many countries on the continent.

New focus on peacebuilding and statebuilding priorities

Whilst the MDGs remain the main reference for development, a new focus is required on critical peacebuilding and statebuilding priorities.

This is what the International Dialogue on Peacebuilding and Statebuilding — of which the g7+ countries are members — has been advocating in the past two years. Inclusive political processes, security and justice, jobs, revenues and services, are the new peacebuilding and statebuilding objectives that should guide global and national level interventions in conflict-affected and fragile countries.

This meeting will provide an opportunity to present the peacebuilding and statebuilding objectives agreed by the members of the International Dialogue in Monrovia in June 2011 and to discuss their potential implications for the African continent and beyond.

Changing the way aid is delivered in conflict-affected and fragile countries

New opportunities are emerging to push for change in the way aid is delivered in conflict-affected and fragile countries and in the way national and international partners collaborate in such contexts. Processes like the International Dialogue, for instance, created a vehicle for frank discussions about what works and what does not and an opportunity to propose game-changing actions to increase the effectiveness of aid in conflict-affected and fragile contexts. At the same time, new leadership is emerging from below, as reflected by the popular movements in North Africa, and from groups of countries like the g7+. New donors and increased opportunities for South-South co-operation are also contributing to new ways of looking at and supporting conflict-affected and fragile countries.

This meeting will enable a frank discussion on more effective ways to deliver aid in conflict-affected and fragile countries in Africa.

Ongoing responses

There is already a significant amount of work to improve the way aid is delivered in conflict-affected and fragile countries. These include the work of the African Development Bank, of key regional organisations (*e.g.* the African Union, Regional Commissions), and of international processes like the International Dialogue on Peacebuilding and Statebuilding. They also include initiatives from the g7+ group of conflict-affected and fragile countries.

At the same time, new policy guidance on how to work more effectively in fragile and conflict-affected contexts has been developed by the members of the International Network on Conflict and Fragility (INCAF). This includes policy guidance on statebuilding, transition financing and risk management.

This meeting will provide an opportunity to discuss ongoing responses, create linkages between actors in this sector, identify common messages that can be taken to the HLF4 and practices that can be implemented to improve the effectiveness of peacebuilding and statebuilding efforts.

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Annex C: Agenda



Organised by the African Development Bank, African Union, and the United Nations Economic Commission for Africa, with the participation of the International Dialogue on Peacebuilding and Statebuilding

7-9 September 2011 Addis Ababa, Ethiopia

WEDNESDAY, 7 SEPTEMBER 2011

19:30 Cocktail (Sheraton)

THURSDAY, 8 SEPTEMBER 2011 A WORLD AND REGIONAL VIEW OF PEACEBUILDING AND STATEBUILDING

08:00 Registration (ECA Conference Center)

08:30 Welcome and opening remarks

Introduction: Ms. Sunita Pitamber, Head of Fragile States Unit, African Development Bank

- Dr. El Kheshen, Vice President, African Development Bank
- Ms. Jennifer Kargbo, Deputy Executive Secretary, UN Economic Commission for Africa
- Ambassador John K. Shinkaiye, Chief of Staff, Bureau of the Chairperson, African Union

Objectives of the meeting - Ms. Sunita Pitamber, African Development Bank

09:30 **Chairperson – Dr. El Ghasim Wane, African Union Commission**

OBJECTIVES:

- 1) *Set the scene for the meeting by explaining the role of the International Dialogue and how it feeds into the Fourth High-Level Forum on Aid Effectiveness.*
- 2) *Identify remaining gaps in peace- and statebuilding in Africa that need to be addressed and make preliminary recommendations.*
 - H.E. Mrs. Emilia Pires, Co-Chair International Dialogue, Minister of Finance, The Democratic Republic of Timor-Leste
 - Mr. Koen Davidse, Co-Chair International Dialogue, Director for Multilateral Organizations, Ministry of Foreign Affairs, Netherlands

10:15 Discussion moderated by Chairperson

11:00 Coffee Break

11:30 **SESSION 2: Current Challenges of Peacebuilding and Statebuilding in Africa**

Chairperson – H.E. Mr. Tendai Biti, Minister of Finance, Zimbabwe

OBJECTIVE: Discuss challenges to peace- and statebuilding from the perspective of international organizations, learn about their work, and identify entry points for collaboration between regional organizations in Africa.

- Presentation: The perspective and work of the AU and UNECA on peacebuilding and statebuilding challenges in Africa - Mr. Jalal Abdel-Latif, Chief of the Civil Society and Post-Conflict Section, UN Economic Commission for Africa, Governance and Public Administration Division, and African Union Commission
- Presentation: What works and what doesn't? – Recent findings from the Global Monitoring Report 2011 on the Fragile States Principles – Ms. Alexandra Trzeciak-Duval, Head of Division, Development Co-operation Directorate, Organization for Economic Cooperation and Development

12:15 Discussion moderated by Chairperson

12:45 Press Conference

13:00 Lunch

14:30 **SESSION 3: Country Cases: Peacebuilding and Statebuilding Experience and Lessons Learned**
Chairperson – H.E. Mr. Kosti Manibe, Minister of Finance and Economic Planning, South Sudan

OBJECTIVES:

- 1) *Identify the main constraints in peace- and statebuilding processes, using the different experiences from the three countries represented.*
- 2) *Understand what approaches have been tried, what worked, and what didn't. Provide recommendations based on country experiences.*

- Sierra Leone: Planning processes – H.E. Dr. Samura Mattew Kamara, Minister of Finance and Planning, Sierra Leone
- Guinea Bissau: Reconciliation and the PRSP - H.E. Ms. Helena Maria Jose Embalo, Minister of Economy, Planning and Regional Integration, Guinea Bissau
- South Sudan: Political economy – Dr. El Wathig Kamier, Consultant

15:15 **BREAKOUT GROUPS**

OBJECTIVE: Seek input through specific questions of all the participants on gaps that still need to be addressed and on commitments and recommendations for moving forward. Participants will be divided into four working groups with a chair and a rapporteur for each group. The main recommendations from each group will feed into the International Dialogue, discussions on peace and statebuilding at OECD INCAF, the AfDB Task Force on Busan and Fragile States Unit task force on fragile states, and peacebuilding discussions in Africa.

16:30 Facilitated report back

Chairperson – Ms. Donata Garassi, International Dialogue on Peacebuilding and Statebuilding

17:30 Day 1 Closing Remarks

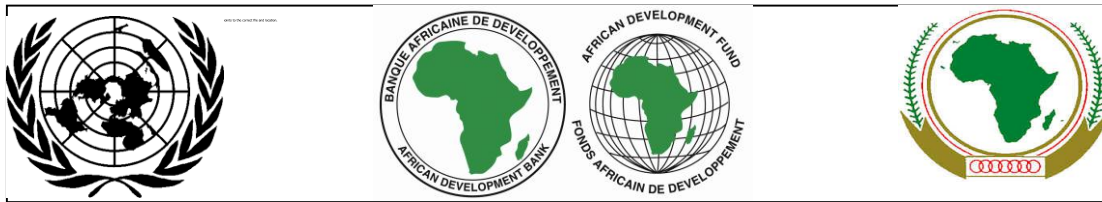
Ms. Sunita Pitamber, African Development Bank

19:30 Delegation Dinner and Cultural Event (Sheraton)

FRIDAY, 9 SEPTEMBER 2011 CHANGING THE WAY AID IS DELIVERED

08:00	Welcome and Goals for Day 2 Ms. Sunita Pitamber, African Development Bank
08:15	SESSION 4: Conflict, Security, Development, and Job Creation and their Implications for Africa Chairperson – H.E. Mr. Kerfalla Yansane, Minister of Finance, Guinea <i>OBJECTIVE: Discuss the challenges and opportunities for employment creation, income generation, and youth employment initiatives in fragile settings. What are the initiatives that have worked, what are the main lessons learned and what is the way ahead?</i> <ul style="list-style-type: none">○ Presentation: <i>2011 World Development Report: Conflict, Security, and Development</i> and its implications for Africa - Mr. Stephen Ndwgwa, World Bank○ Presentation: Mr. Juergen Schwettmann, Deputy Regional Director for Africa, International Labour Organization○ Presentation: Ms. Ginette Nzau Muteta and Ms. Cristina Hoyos, African Development Bank
09:15	Discussion - Moderated by Chairperson
10:15	Coffee Break
10:45	SESSION 5: Addressing Emerging Issues in the Context of Peacebuilding and Statebuilding Chairperson: H.E. Mrs. Alfeine Siti Sofiat Tadjiddine, Commissaire Generale au Plan, Ministre de Finance, du Budget et du Plan, Comores <i>OBJECTIVE: Learn about the organizations' contributions to peace- and statebuilding and how they are changing their approach in the context of emerging issues in fragile environments. Identify what more needs to be done.</i> <ul style="list-style-type: none">○ H.E. Mr. Tendai Biti, Minister of Finance, Zimbabwe○ Ms. Donata Garrasi, The International Dialogue and the g7+
11:30	Discussion - Moderated by Chairperson
12:15	Final Communiqué – Ms. Sunita Pitamber, Head of Fragile States Unit, African Development Bank Concluding remarks and summary of next steps - Vice President Dr. Kamal El Kheshen, African Development Bank

Annex D: Final Communiqué



COMMUNIQUE

Africa Regional Meeting on Peacebuilding and Statebuilding in Africa

Addis Ababa, 7-9 September 2011

We, the African Development Bank, UN Economic Commission for Africa, African Union Commission, and the International Dialogue on Peacebuilding and Statebuilding, organized the Africa Regional Meeting on Peacebuilding and Statebuilding, which was held in Addis Ababa, Ethiopia, from 7 to 9 September 2011, under the theme “The Road to Busan.” Our goal was to consult with African governments, regional and international organizations, and civil society on the main challenges in peace- and statebuilding, promote broader collaboration, and propose some recommendations that could feed into the different international forums that address these issues. Most immediately, we seek to shape the agenda for the Fourth High Level Forum on Aid Effectiveness (HLF4), scheduled for November this year.

The conference:

Acknowledged the Government of Ethiopia and the United Nations Economic Commission for Africa for hosting the meeting and the Dutch government for their support, which made the meeting possible.

Recognized that fragile states are off-track to achieve the Millennium Development Goals and that aid is not delivering good enough results in these contexts. We must revitalize and implement existing commitments and sustain the political momentum to reform the aid agenda, with specific focus on conflict-affected and fragile states. Building on the Monrovia Road Map, we have identified new priorities and emphasized many existing commitments:

- Σ We need new peace- and statebuilding goals, as an interim to the Millennium Development Goals, and targets and indicators to guide global aid and country level action.
- Σ We also need stronger ownership, leadership and transparency from fragile countries in assessing their situation of fragility and to develop visions and plans to build peace and legitimate and accountable states.
- Σ The way we deliver aid must be better tailored to fragile states. Specifically, we need to respond faster and in a more flexible and predictable manner to opportunities to build peace and the legitimacy of the state.

- Σ We need shared assessments and management of risks to support transitions out of fragility and increase our investment in country systems and local capacities.
- Σ And we need country-level compacts to focus our joint work on critical peacebuilding and statebuilding priorities and to hold each other accountable.

Furthermore, the conference:

Argued that in Africa, we cannot expect stability without creating jobs. The issues of security, development and economic opportunities are intrinsically intertwined, particularly when considering the young people who make up such a large part of our populations.

Emphasized the new opportunities emerging to push for change in the way aid is delivered in conflict-affected and fragile countries and in the way national and international partners collaborate in such contexts. Youth and civil society are actively engaged, as reflected by the popular movements in North Africa, and from groups of countries like the g7+. We must do more to engage women. New donors and increased opportunities for South-South co-operation are also contributing to new ways of looking at and supporting conflict-affected and fragile countries.

Reaffirmed that there is already work underway to improve the way aid is delivered in conflict-affected and fragile countries, including that of the African Development Bank, UN Economic Commission for Africa, African Union Commission, International Dialogue on Peacebuilding and Statebuilding, Organization for Economic Cooperation and Development International Network on Conflict and Fragility, World Bank, United Nations, and the g7+.

Stressed that now the challenge and ambition is to implement the guidance and commitments at the country level – to deliver better results in conflict-affected and fragile countries.

Called upon the governments, organizations and other participants in the conference to carry the message forward in the lead-up to Busan and bring the recommendations to life in all our work in fragile and conflict-affected environments.