

Discussion Paper

Reflections on the World Development Report, 2011

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1.5 Billion people live in countries affected by repeated cycles of political and criminal violence – causing human misery and disrupting development.

To break these cycles, it is crucial to strengthen legitimate national institutions and governance in order to provide citizen security, justice and jobs – as well as alleviating the international stresses that increase the risks of violent conflict.

(WDR 2011)

1. The World Development Report – Summary of the author

At the launching of the WDR in Geneva, the WDR Director Sarah Cliffe presented the major findings of the report. She outlined that the WDR team initiated a consultation process with experts and decision-makers from fragile and conflict affected contexts. The UN system was included in this consultation and complemented the spectrum of different perspectives. The results of this process built the foundation of the WDR 2011.

The different consulted constituencies emphasised that both, **criminal and political violence** need to be taken into consideration when talking about creating an environment for sustainable peace and development. The causes for the violence might be different; the impact on the affected population is similar. It has been observed that structures of political violence are often transformed into networks of criminal violence. Because fragile states are not able to provide a proper framework of security, justice and basic services, they are at risk of a high level of violence. Regional programming as well as alignment with regional and global processes for **violence prevention** is recommended due to the fact that violence does not stop at borders.

One effect of violence is that citizens lose confidence in state institutions which results finally in an increased fragility of the same. Creating an environment of confidence is the first and foremost priority in violence affected contexts. It allows the establishment of structures for sustainable peace and development. To build this confidence **fast and tangible confidence building measures** are recommended.

The triangle **security, justice and jobs plays a major role and** needs to be addressed at the same time. At the transition to peace and development, the provision of security, justice and jobs does not only increase the confidence of the citizens in their legitimate institutions; these are priorities of re-building livelihoods. The inclusion of women in the security and justice sector, the fight against corruption as well as the provision of jobs have proven highly effective pertaining to the establishment of a basic level of confidence and pertaining to the reduction of fear and insecurity.

The WDR 2011 emphasises that **institutional transformation is a long-term non-linear process** which takes 20-30 years. Successes and backslides are part of transformation. The project approach of many organisations and donors

is usually laid out for 2-5 years and does therefore not respond to the needs of a continuous support for institutional transformation.

The report further states that the **dimension of international organised crime as well as resource extraction** of global players in resource-rich fragile contexts has to be addressed by the international aid and development community. This includes measures such as the strengthening of the capacity to “follow the money” of illicit trafficking, to enforce international regulation mechanisms or to organise joint investigations and prosecutions.

Sarah Cliffe stated that the multilateral system does not yet provide adequate structures to respond to these challenges. For effective capacity building for the justice and security sector which enables and encourages local institutions to assume their responsibilities and the creation of employment opportunities, multi- and bilateral partners have to work together and draw on these lessons learned. Relating to this she stated that the research and knowledge base of what works in fragile contexts needs to be deepened to improve policy and programming.

Appraisal

The audience at the launch of WDR 2011 observed that the report does not come up with entirely new findings; its value lies in the compilation of experiences of practitioners and experts. It was widely acknowledged that the fact that the report is based on in-depth analysis and practical knowledge from fragile conflict-affected countries shifts the perspective and recommendations; this makes it an excellent basis of information and consultation for working in fragile situations. Numerous examples and case studies make it a practical document; by providing principles and options but no recipes it opens space for discussion and further development. The report will have an influence on further discussions within and outside of the World Bank, particularly on confidence building through improved justice, security and job opportunities.

2. Discussion points and critical reflections

The presentation of the report as well as the following round of discussion with experts from the Geneva Peacebuilding Platform, UNDP/BCPR, the Center for Humanitarian Dialogue, the Small Arms Survey, SDC and a large audience of international multi-lateral, bi-lateral and non-governmental actors has shown that there are data, lessons learned and there is a considerable amount of awareness. The following remarks are based on the debates during the launching of the WDR 2011 and include further reflections by the author of this discussion paper.

How to link conceptual and operational levels?

The challenge of how to effectively support institution building processes with existing mechanisms of the international aid and development system remains. Recommendations of WDR 2011 are at the policy level and need further operationalization for implementation. According to the World Bank, workplans to that effect are currently being designed.

Justice, security and jobs - rooted in the context

Justice, security and jobs are basic needs and giving them priority in strategic planning creates a lot of entry points for long-term support. Confidence building measures are narrowed down to strengthening local institutions to provide justice, security and jobs; this should not sidetrack the fact that each context has to be thoroughly analysed; any intervention, policy as well as programme, has to start from the context as it is stated as the first principle for good international engagement in fragile situations (OECD/DAC). The WDR 2011 asks for a stronger analysis of the context; at the same time it indicates justice, security and jobs as priorities everywhere. Analysis which is aiming at informing practitioners helps to ensure context-related program design and implementation. Interventions pertaining to justice, security and jobs have to be designed differently in every context according to the analysis. Whether the international aid and development architecture is able and ready to fulfil this requirement

is another question. Time and financial constraints are obstacles and it is often observed that the same programs are implemented in different contexts.

Justice, security and jobs – quick results?

It is challenging to get quick results in these three areas. There is a critical tension between short-term and long-term needs. For instance, short-term labour intense employment programs create expectations which can not be satisfied on the long-run. The focus on security might in practice imply a recurring understanding of negative peace which looks mainly at the absence of violence, on the long run this is covering the need of broader human security. Sustainable and democratic institution building is a long-term, non-linear process which goes beyond the first elections after a violent conflict. There is a need for a broader understanding of these three aspects. It is important that this broad understanding which is also demonstrated in the WDR 2011 is well communicated and emphasised.

The effectiveness gap - Quick results for whom?

The report states that governments in fragile situations need to communicate and show visible and regular results in the first years after a new “pact of change” in order to maintain this momentum and citizen confidence. In fragile contexts governments are in need of successes and results; they are keen to meet the expectations of society with quick impact projects for instance in the areas of infrastructure, livelihoods, basic education and health services. Governments in fragile and conflict affected countries are supported by donors and actors who are monitoring and evaluating progress according to their own indicators and goals and disburse their resources according to these. In the context of establishing democratic institutions and control by citizens, it is important to build capacity to monitor and evaluate the progress their government is making based on their goals and visions of society. The aim must be to ensure that the „quick results“ are in line with the needs and priorities of the population and not the international donors, and that governments are accountable first and foremost to their constituency and not to the international community. Under a high implementation pressure of quick results, conflict sensitivity needs to be considered because in fragile and conflict affected contexts, quick interventions might feed into and reinforce existing divides in society.

Civil society versus “project society”

An empowered and capacitated civil society is able to get out of the role of a “project society” which implements the projects of international organisations. Therefore, donors need to identify the already existing civil society structures first and find creative ways to build their capacity rather than creating a new professional class which loses the role civil society plays in democratic states. Monitoring and evaluation of policy and operational programs and projects needs to be “localised”, supplied with indicators and goals which are relevant for the local population and which take into consideration social and cultural needs. This helps to overcome the disconnect between the needs, priorities and work modalities of the international aid and development community and the needs of the local contexts. It takes into account links between the state and civil society.

Include the “soft” and political aspects in sustainable development and peacebuilding

There are a number of issues which are not explicitly mentioned in the WDR 2011. The dimension of social injustices and unequal power relations and them being one major reason for violence and conflict are not addressed as such. Human rights and transitional justice are covered mainly in the background papers. However, the WDR 2011 does not indicate how the trade off between long-term goals of transitional justice and short-term interventions in the areas of justice, security and jobs could be addressed. The missing aspects are politically sensitive and require therefore long-term relations between international and national partners. They can not be left out in the long-term institution building process.

The concern regarding the WDR 2011 is that the triangle security, justice and jobs pushes aside the political aspects of building sustainable peace and development along the line of implementation pressure and the complexity of challenges in fragile contexts. A follow up on the implementation strategies of the World Bank to identify entry points for these aspects is therefore highly recommended.

3. Reflections pertaining to the role of Swiss actors

Swiss Development Cooperation and the WDR 2011

Presently, the Swiss Development Cooperation invests already 28% of its budget in countries designated as fragile states with the tendency to increase this figure. At the launching of the WDR 2011, Ambassador Martin Dahinden, Director General of the Swiss Development and Cooperation, stressed the importance of the WDR 2011 for SDC and pointed at three elements of the Swiss engagement in the area of humanitarian aid and development in fragile contexts:

- **Conflict sensitivity:** Swiss Development Cooperation is interested in long-term institution-building and in the support of rebuilding relations between the state and society. Therefore political and conflict analysis capacities will be further strengthened in order to apply a strictly conflict sensitive approach in fragile contexts.
- **Adaptation of aid modalities and instruments:** Strong engagement in processes of OECD/DAC – INCAF on fragile contexts as well as the international dialogue on statebuilding and peacebuilding to ensure continuity and adaptation of Swiss interventions.
- **Partnerships:** Focus on establishing strong partnerships with national actors in order to strengthen capacity building measures and dialogue.

Based on the WDR 2011 and based on the experiences of its partners, swisspeace/KOFF comes out with the following reflections on its own role and on how it could support Swiss actors in the debate around WDR 2011

Develop a pronounced position

Swiss actors have a lot of long-term experience of working in fragile contexts in various sectors. Governmental, non-governmental and business partners should be brought together systematically to make a significant contribution to the different debates around fragile states. With their experience Swiss actors are in an excellent position to play an important role in existing platforms and swisspeace/KOFF would support this through organising a discussion round on WDR 2011. Furthermore the research and knowledge base will be systematically developed in order to continuously provide evidence-based input and feedback to these discussions at national and international level.

Collaboration between governmental, non-governmental and business partners

The WDR states clearly that the international aid and development structures are not yet able to respond to the needs of fragile contexts. In that sense, is the Swiss architecture of aid and development ready to address these challenges comprehensively? Swisspeace/KOFF proposes a stronger inclusion of the security and business actors in this collaboration since they play an important role in supporting sustainable development and peace. In order to ensure 3C (coordinated, coherent and complementary) in the Swiss engagement in fragile contexts, common analysis processes but also information sharing from the relevant fora and discussions around fragile contexts are required. For instance, if Swiss actors are involved in Security Sector Reform and Justice Reform at the same time, they should make a strong link between these two sectors as a part of their intervention strategy.

Broad understanding of the areas security, justice and jobs

The relevance of the three areas of security, justice and jobs is acknowledged; however, the role of Swiss actors is to stress a broad understanding of these areas of engagement according to their fields of experience. For instance, security sector reform has to be based on the concept of human security; Justice sector reform should include traditional informal justice mechanisms and alternative dispute resolution; Job creation has to be based on the needs of the local markets and includes also the improvement of education and training systems. Human Rights and Dealing with the Past, social justice, capacity building for advocacy or the psycho-social dimension of violence are not emphasised in the WDR 2011. However, these are still highly relevant issues in fragile and violence affected contexts and represent a more comprehensive, long-term understanding of sustainable development and peace.

Address armed violence

To create an environment of peace and development, armed violence has to be addressed. A lot of Swiss actors are working in fragile contexts which are affected by armed violence. Switzerland has been instrumental to the establishment of the Geneva Declaration on Armed Violence, a diplomatic initiative designed to support states and civil society actors to achieve measurable reductions in the global burden of armed violence in conflict and non-conflict settings by 2015. Listening to and building on these experiences and linking them to the debate around engagement in fragile context is a crucial step to a more complementary approach.

Swisspeace/KOFF services

Swisspeace/KOFF is currently involved in the following activities relevant to the WDR 2011:

- Providing a platform for discussion of WDR 2011 together with SDC.
- Developing concepts for practical implementation of conflict sensitivity in fragile and conflict affected situations (FCAS) and its integration in the Project Cycle Management as well as in policy development.
- Creating the link and the platform for all partners (development, diplomacy, defense and business) for common analysis and strategy development. (E.g. Common Conflict Analysis of South Sudan, according to 3C)
- Linking theory and practice. The knowledge base of practical experiences within KOFF is strengthened by the research department, particularly on statebuilding processes and business and peace.
- The monthly KOFF newsletter is a wide-spread tool of communication where current trends, debates but also positions are presented.

The WDR gives an overview on the state-of-the-art and prospective thinking for the policy and program level in the areas such as:

- Repeated cycles of violence (political and criminal)
- Violence prevention
- Institutional transformation to deliver security justice and jobs
- External security, economic, resource stresses
- Practical country directions and options
- Directions for international support

For further background information, see input papers (thematic papers and case studies on countries) which informed the WDR. Available at: <http://wdr2011.worldbank.org/input-papers>

Further reflections on the WDR 2011

- Opening Statement by SDC Director General, Ambassador Martin Dahinden, at the Launch of the WDR 2011 in Geneva, May 24, 2011. Available at: http://www.deza.admin.ch/de/Home/Dokumentation/Referate_des_Direktors/Referate_des_Direktors
- Conciliation Resources: Reflecting on the World Development Report. Lessons from 15 years of peacebuilding. Available at: <http://www.c-r.org/resources/occasional-papers/World-Development-Report2011.php>
- Natascha Zupan ; Alte und Neue Wege beschreiten; Impulse 04/2011. Available at: <http://www.frient.de/materialien/detaildoc.asp?id=1614>