

**CONCEPT NOTE FOR A THEMATIC MEETING ON
DIPLOMACY, DEVELOPMENT AND INTEGRATED PLANNING
IN FRAGILE STATES**

Organised by the Norwegian Ministry of Foreign Affairs and the Norwegian Agency for Development Cooperation (Norad), in collaboration with the UN and the World Bank, and in association with the OECD Development Assistance Committee

This Concept Note provides the background and main features of a thematic expert meeting to be held in Oslo, Norway, on 11-12 February 2008.

The main purpose is to review experiences and “good practice” of linking (or not linking) development efforts in fragile and crisis-affected states to diplomatic/political efforts. In addition, the meeting will review ongoing multilateral processes for integrated planning and implementation of peacebuilding and identify opportunities for promoting closer operational alignment and effectiveness between multilateral and bilateral processes and agendas.

The meeting is organised as part of an OECD/DAC consultation process on a more coherent inter-ministerial (“whole-of-government”) approach to fragile states. It will be hosted by Norway in collaboration with the UN, the World Bank and the OECD/DAC¹.

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I. BACKGROUND

More coherent inter-ministerial approaches to fragile states

1. As agreed at the DAC High Level Meeting in April 2007, fragile situations require close collaboration between diplomatic, security, economic and development actors. Inter-connected challenges of governance, economic performance, insecurity and poverty are acute in the world’s unstable countries and regions. These issues and concerns have prompted more integrated and coherent responses from governments involving an increasingly complex range of diplomatic, development, humanitarian, security, trade and finance actors, instruments, and interventions. Therefore, more coherent inter-ministerial approaches (also termed “whole-of-government approach”) within and between OECD governments and with international organisations are increasingly called for.
2. This is the context for a series of thematic meetings to be organised on a few carefully selected topics seen as vital in fragile and conflict-affected states: (a) security system reform; (b) the organic link between diplomacy and development, integrated planning, delivery and

¹ The Netherlands and Portugal have also offered their support.

evaluation; and (c) public financial management. These meetings, which the DAC Fragile States Group (FSG) and Conflict, Peace and Development Co-operation (CPDC) members will help to facilitate in 2007-2008, should lead to a possible senior officials meeting bringing the different thematic “whole-of-government” initiatives together. The DAC Principles for Good International Engagement in Fragile States and Situations [DCD/DAC (2007)29] are a central point of reference.

Diplomacy, development and integrated planning in fragile states

3. Within the broader context, this meeting will focus on some of the barriers and enablers to linking diplomatic/political actions and development activities. For countries in crisis, diplomatic efforts may include various actions to influence the parties involved, including positive encouragements, mediation or negative sanctions. Development activities are among the tools employed systematically by donor agencies to produce some impact on the crisis conditions and possibly on the interest groups and actors involved in the crisis. For countries entering into a peace settlement process and in the immediate post-crisis period, the international focus tends to be on how to combine support for stability and security with reconstruction and longer term development needs. Experience thus far indicates difficulties in balancing the more immediate political and security objectives and the longer term perspectives. This meeting will review recent experiences and “good practices” of linking (or not linking) development efforts in fragile and conflict-affected states to the diplomatic/political efforts and the implications thereof, as well as **how and to what extent these concerns and objectives of the diplomatic and development actors can be reconciled.**

4. Within the multilateral system, there have been several efforts aimed at improving both the planning and implementation frameworks for fragile situations. However, these efforts only serve as a partial response to the challenges faced. There is also a vital need to harmonize the multilateral processes with the bilateral agendas and resources. A recent review of post-conflict recovery planning experiences in Afghanistan, Timor Leste, Haiti, Liberia and Sudan found a need to improve the strategic focus on peace-building; the coverage of security and rule of law aspects; the focus on building state institutions; the attention to early implementation and communications; and the link with peace-keeping and humanitarian planning processes.² Several on-going processes for peacekeeping operations and the work of the Peacebuilding Commission, integrated missions planning, post-conflict needs assessments, early recovery reconstruction, transition strategy, etc, aim at improving an integrated approach across the political, humanitarian, security and developmental agencies and roles of the multilateral system, including the UN system as well as the World Bank. However, experience shows that bilateral support is often needed to strengthen or supplement the multilateral efforts and is sometimes critical in leading the diplomatic dialogue. **This meeting will focus on identifying opportunities for promoting closer operational alignment and effectiveness between key aspects of the multilateral and bilateral processes and agendas.**

² See <http://www.undg.org/index.cfm?P=147>

II. MEETING OBJECTIVES AND EXPECTED OUTCOMES

5. The meeting will aim to:

- **Promote a common understanding** of lessons and best practices from interactions between diplomacy, peacebuilding and development efforts in countries in crisis, and in the immediate post-settlement period, taking into account the wide range of fragile states contexts and modes of donor engagement (integrated/non-integrated).
- **Summarise and consolidate** major conclusions and recommendations from various ongoing and related processes on integrated planning for interventions in peacebuilding/post-conflict/crisis and political transitions, with particular emphasis on the political dimension and synergies between multilateral and bilateral actors.
- **Discuss and agree**, if possible, on improved coordination mechanisms that take into account both potential synergies and complementary approaches, and the need for revised financing mechanisms, adaptable to various contexts.
- **Identify strategic recommendations on the interaction between diplomacy and development** (including areas where better integration is needed and areas where integration has proven difficult or is not desirable), **and on integrated planning** across the defence-development-diplomacy spectrum. These recommendations will be presented at the proposed OECD/DAC senior officials meeting (scheduled for autumn 2008).

III. FORMAT

6. **Date and location:** The two-day thematic meeting would take place in Oslo (Norway) on 11-12 February 2008. The meeting would draw from and link up with related processes, such as the Norway Project on multidimensional and integrated peace operations, the UN integrated mission planning process, UN-World Bank work on integrated planning, and transition management.
7. **Chair and rapporteurs:** to be defined.
8. **Participation:**
 - The meeting would be a meeting of experts and senior advisors, sufficiently involved and competent to contribute to summarising experiences and making recommendations that could lead with the other thematic meetings to a senior officials' meeting. **A primary emphasis will be placed on mobilizing participants from different policy communities, with a balance among diplomacy, development co-operation, and defence/ security.**
 - Participants would include representatives from members of the OECD DAC and officials from the United Nations and the World Bank, as well as representatives from the European Union, other regional organisations, and selected independent experts and non-government organisations.
 - There will also be participation from country offices to ensure that the field perspective is reflected in the discussions.
 - The total number of participants should be around 50-60.
 - Close coordination with other Thematic Meetings organizers will manage potential overlap in invitees.

9. **Background papers/ documentation:** Several short background papers (5-10 pages) will be prepared in order to provide participants with an up-to-date common platform for the meeting:
- A discussion paper (“think piece”) summarising **issues from relevant country cases of linking diplomatic peacemaking with development efforts** (cases may include countries such as Afghanistan, Nepal, Sudan, Rwanda, Burundi, Sierra Leone and Haiti).
 - An update on **donor country inter-ministerial coherence between foreign policy and development** officials relating to fragile states (drawing on recent work undertaken in this regard, i.e. OECD DAC, Whole-of-Government Approaches in Fragile States, 2006, and International Peace Academy, “Greater than the sum of its parts?”, 2007)
 - A paper summarising the outcomes and status of ongoing **multilateral processes** for integrated planning, integrated missions, etc. and their interaction with bilateral processes (to be prepared by Norway, the World Bank, and UNDG).
 - An overview of **recent DAC member country policy documents**, as well as recent UN, WB, OECD policy documents relating to fragile states (to be prepared by the DAC Secretariat).

IV. TENTATIVE AGENDA/ SESSIONS

10. The main format of this expert meeting will be a number of working sessions, with few and relatively short introductory presentations. Documents and background material should be circulated in advance, leaving sessions to focus on discussions and possible recommendations. If necessary, the meeting will split into parallel sessions. The meeting will aim at integrating issues relating to bilateral and multilateral actors, while acknowledging their different roles and mandates.
11. The final agenda will derive from the concept note and background papers. Sessions may include:
- During crisis (pre-settlement/peace accord), what are “good practice” lessons for interaction between diplomacy and development (in terms of dealing with root causes, social and political inclusion, supporting various interest groups and stakeholders, reacting to sanctions, promoting good governance, etc)?
 - In the early post-settlement phase, how do diplomatic and development actors contribute to consolidation of peace, while balancing need for political transformation, security reforms and immediate results with state-building, capacity development, national ownership and longer term development investments.
 - How to reconcile conflicting donor country interests and objectives, in terms of security (counter-insurgency, other security threats) and political interests, with longer-term national development and stability? How to promote synergy with the interventions of international partners whose role and value-added may come primarily through non-aid instruments?
 - Comprehensive or more focussed peace agreements and processes; should they be between parties in conflict or more inclusive? How can development and diplomatic

actors contribute to more inclusive peace processes, consolidation or re-configuration of peace processes?

- **Planning modalities:** Based on the current status of efforts to reform planning processes such as the Integrated Mission Planning Process, Post Conflict Needs Assessments, and Consolidated Appeal Process, what are participants' views on these revised tools and the linkages between them? Do the changes adequately address the challenges observed to date in scope and approach of each process, and in ensuring robust linkages amongst them, provide the critical necessary common platform for planning and action? How can bilateral actors support these improved processes at a global level, and deepen their involvement in them at a country level?
- **Integrated responses:** What is the role and responsibility of bilateral actors (diplomatic, security and developmental) in terms of supporting the implementation of complex and multidimensional mandates and integrated recovery plans? E.g. supporting the re-configuration of objectives throughout the mission presence, and sufficiently backstopping the long term objectives with predictable resources and aligned programs.
- **Funding modalities for early recovery/ peacebuilding/ security reforms/ development:** Are present modalities relevant and sufficient to enable and facilitate an integrated diplomatic/development effort? Are they designed to facilitate the transition into longer-term development strategies? Is sufficient notice taken of non-traditional channels of financing?