



Agence canadienne de  
développement international

Canadian International  
Development Agency

# Development Assistance in Fragile Situations

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# Conceptual Understanding

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# “Emergence” of fragile states in international development

- ▲ The notion of fragile states became increasingly recognized in the post-Cold War period.
  - ▲ Both within CIDA/Government of Canada and the international organizations (e.g., OECD) fragile states have gained increased attention in the 21<sup>st</sup> century.
- ▲ Paul Collier has brought additional attention to the issue.
- ▲ Current, large-scale international operations in places like Afghanistan have also raised the profile of fragile states.



# CIDA is concerned because fragile states can lead to...

- ▲ Extension of armed violent conflict beyond national boundaries;
- ▲ Proliferation of organized crime and terrorist networks;
- ▲ Human trafficking and trafficking illegal goods
- ▲ Increased refugee flow and internal displacement;
- ▲ Limited capability to respond to natural disasters;
- ▲ Spread of HIV/AIDS and other infectious diseases;
- ▲ Environmental degradation;
- ▲ Reductions in foreign direct investment, trade, and economic growth due to regional instability.



# Fragile and Conflict Affected Situations

- ▲ These types of situations require:
  - ▲ An adapted approach to aid effectiveness.
  - ▲ A heightened attention to whole of government approaches and policy coherence
  - ▲ Integrated strategies to support governance, security/stability and livelihoods.
- ▲ Why is this necessary? Because:
  - ▲ States lack the will or capacity to prepare and implement post-conflict reconstruction schemes; and
  - ▲ Consequently, these countries experience a deficit in Authority, Legitimacy and Capacity.



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# The International Policy Context

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# Adapting for fragile states

General

Millennium  
Development Goals  
**2000**



Paris Declaration  
on Aid  
Effectiveness  
**2005**







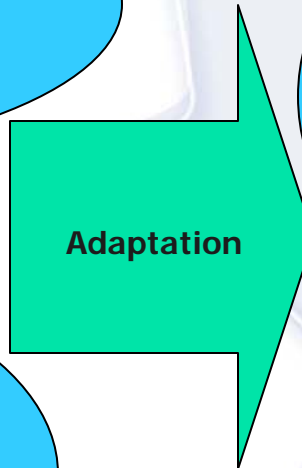
# Adapting for fragile states

## General

Millennium  
Development Goals  
**2000**



Paris Declaration  
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Effectiveness  
**2005**



## Fragile Situations

Principles for  
Good  
Engagement in  
Fragile Situations  
**2007**



Accra Agenda for  
Action (para. 21)  
**2008**





# Principles for Good Engagement in Fragile Situations

- ▲ Take context as starting point
- ▲ Do no harm
- ▲ Focus on state-building as central objective
- ▲ Prioritise prevention
- ▲ Recognise links between political, security and development spheres
- ▲ Promote non-discrimination as a basis for inclusive and stable societies
- ▲ Align with local priorities according to local contexts
- ▲ Agree on practical international coordination mechanisms
- ▲ Act fast but stay engaged long enough
- ▲ Avoid pockets of exclusion



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# Whole of Government Approach

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# The Necessity of Whole of Government approaches

- ▶ CIDA works within a WoG framework to deliver results on the ground.
- ▶ Responsibilities for response to crises in fragile states is divided between DFAIT (START) and CIDA.
- ▶ Canada continues to work internally to improve and streamline training for civil servants and military officers for deployment to fragile states.
- ▶ Canada continues to lead G8 whole of government initiatives aimed at fragile states.



# Whole of government approaches to improving security in fragile situations

- ▶ Addressing insecurity is a key area for whole of government engagement in fragile states.
- ▶ Development cannot take place without security and political stability.
- ▶ A key element of this approach is ensuring that security and security-related institutions are governed and operated in accordance with democratic norms.



# Security System Reform

- ▲ SSR is also known as Security Sector Reform. However, Canada prefers to use the term System.
- ▲ SSR is about increasing the ability of partner countries to meet the range of security and justice challenges the face in a manner consistent with democratic norms and sound principles of governance and rule of law. (*OECD definition*)
- ▲ What is the scope of SSR? The OECD-DAC definition agreed to by ministers in 2004 includes:
  - ▲ Core security actors (e.g., armed forces, police, border guards, intelligence services)
  - ▲ Security management and oversight bodies (e.g., ministries of defence and internal affairs, financial management bodies, public complaints commissions)
  - ▲ Justice and law enforcement institutions (e.g., judiciary, prisons)
  - ▲ Non-statutory security forces (e.g., private security companies)



# Security System Reform

- ▲ Since the late 90s, the issue of SSR or Security System Reform has emerged as a key aspect of post-conflict reconstruction.
- ▲ It is a reflection of our understanding that security and development are closely linked.
- ▲ Our work in this area is heavily influenced by norm-setting work by the OECD, and we focus on reforming the military, police, correctional services, and justice sectors.
- ▲ SSR is also often closely associated with Disarmament, Demobilization and Reintegration (DDR).





## OECD and SSR

- ▶ OECD members see development and security as being inextricably linked. This perception is opening the way to treating security in partner countries as a public policy and governance issue, inviting greater public scrutiny of security policy.
- ▶ The OECD DAC produced a signed *Ministerial Statement* on SSR in April 2007.
- ▶ The *Statement* accompanied publishing of the OECD's Handbook on SSR.





## CIDA and SSR

- ▲ CIDA's State and Security Resilience group feeds into the OECD DAC process on fragile states and SSR.
- ▲ CIDA is part of the Canadian Police Arrangement (CPA), which deploys Canadian police officers to international peacekeeping operations (e.g., about 100 RCMP officers training the Haitian National Police).
- ▲ CIDA is working with other government departments to develop whole of government approaches and training w.r.t to SSR for fragile state engagement.



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# CIDA Guidance and Programming in Fragile States

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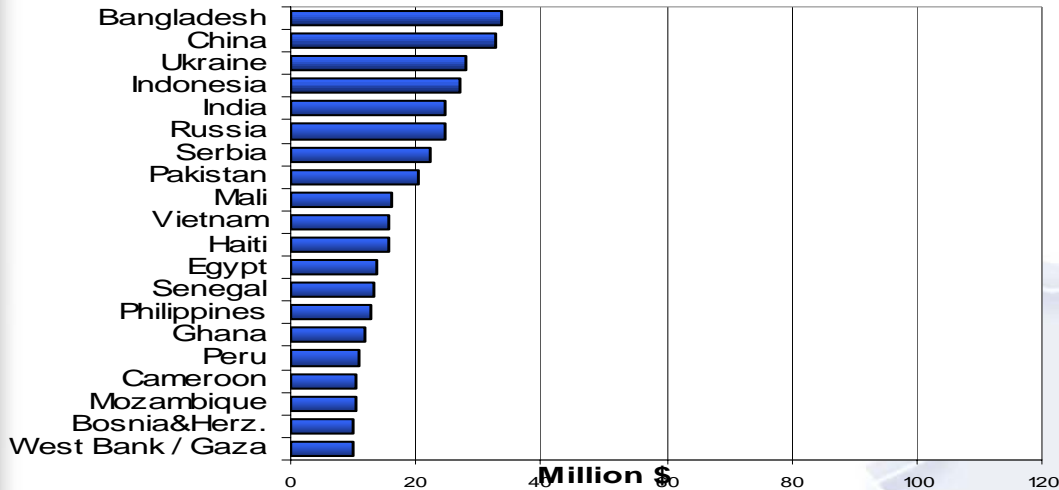
# CIDA has adapted to engagement in fragile situations

- ▲ CIDA continues to work within the context of the evolving international consensus on development assistance delivery in fragile situations.
- ▲ In November 2007, guidance for CIDA engagement in fragile states was officially approved: *An Internal Guide for Effective Development Cooperation in Fragile States*.
  - ▲ Had been delayed to adjust for Liberal Government's 2005 *International Policy Statement* and then Conservative Government's policy directions.



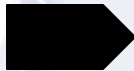
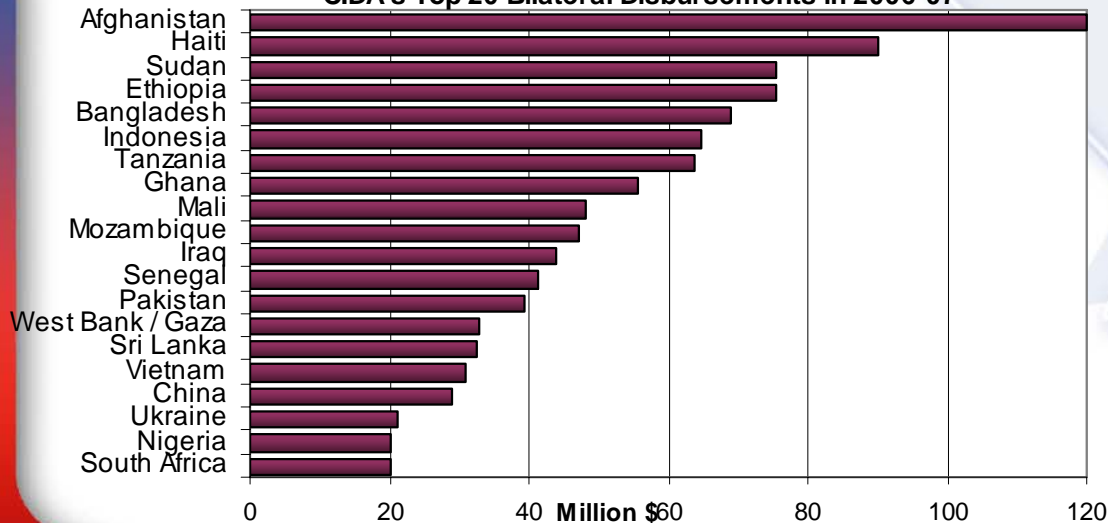
## CIDA's Disbursements and Focus : Moving towards fragile states

CIDA's Top 20 Bilateral Disbursements in 2000-01



89 Bilateral Programs  
65% to Top 20 Countries

CIDA's Top 20 Bilateral Disbursements in 2006-07



68 Bilateral Programs  
75% to Top 20 Countries

Note: Amount spent is not alone an indication of how successful programming will be:  
**Outcomes Count!!**



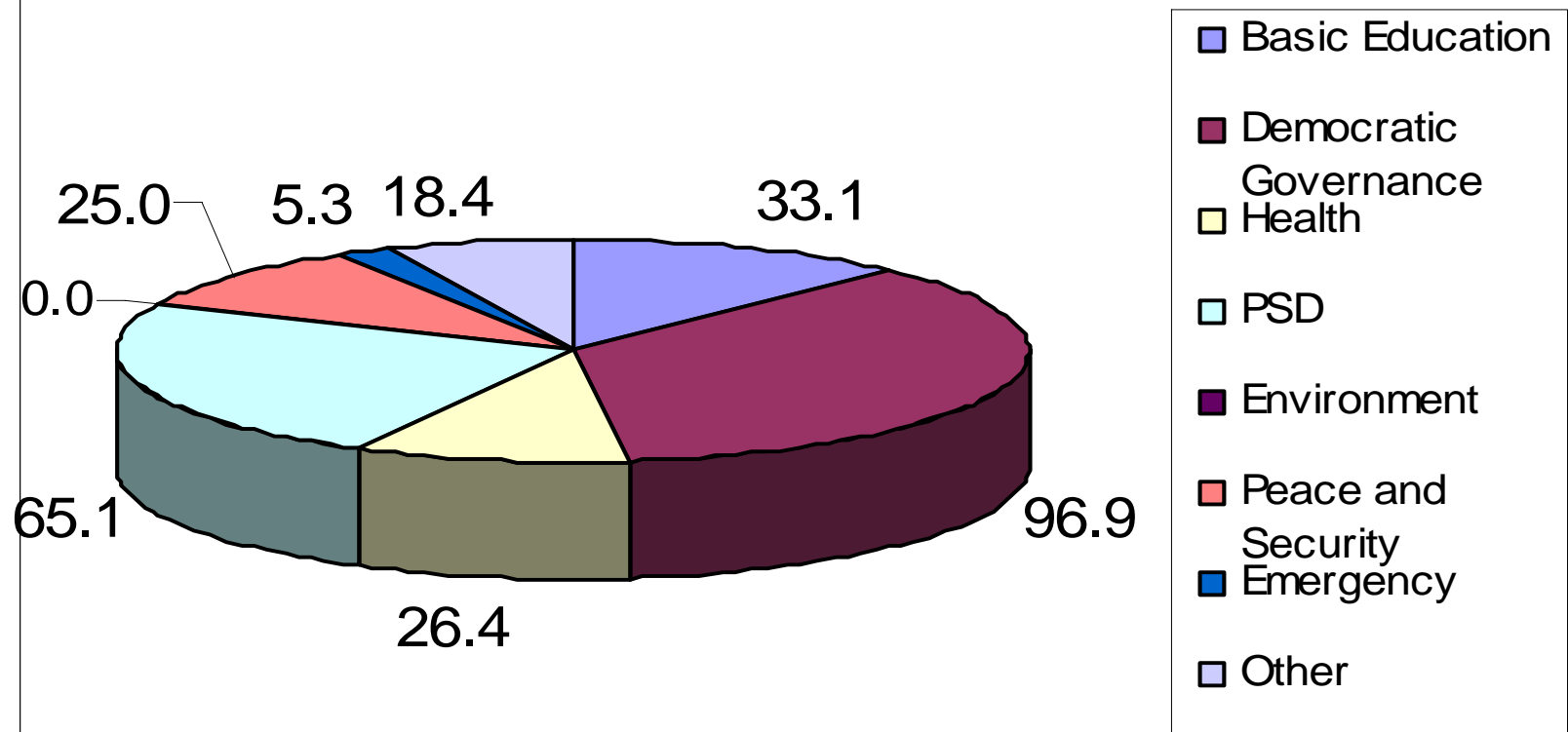
## Case: Afghanistan

- ▲ Canada has increased contributions to reconstruction and development in Afghanistan from \$1.3 billion to \$1.9 billion over ten years.
- ▲ Security, development and governance are being simultaneously reinforced through a whole of government approach.
  - ▲ CIDA works very closely with DFAIT, DND, RCMP, Correctional Services Canada and Agriculture Canada.
- ▲ CIDA is working on three “signature” projects.



# Case: Afghanistan

2007-08 Bilateral Disbursement (\$millions)







## The related case of Pakistan

- ▲ Pakistan is fragile state that has many implications for Canada's mission in Afghanistan.
- ▲ The unstable political situation in Pakistan (especially in the Northwest Frontier Province) has spill-over effects on Afghanistan and may become even more problematic in the coming years.
- ▲ CIDA has contributed \$39.3 million to Pakistan in 2007-08, up for \$25.3 million in 2006-07.





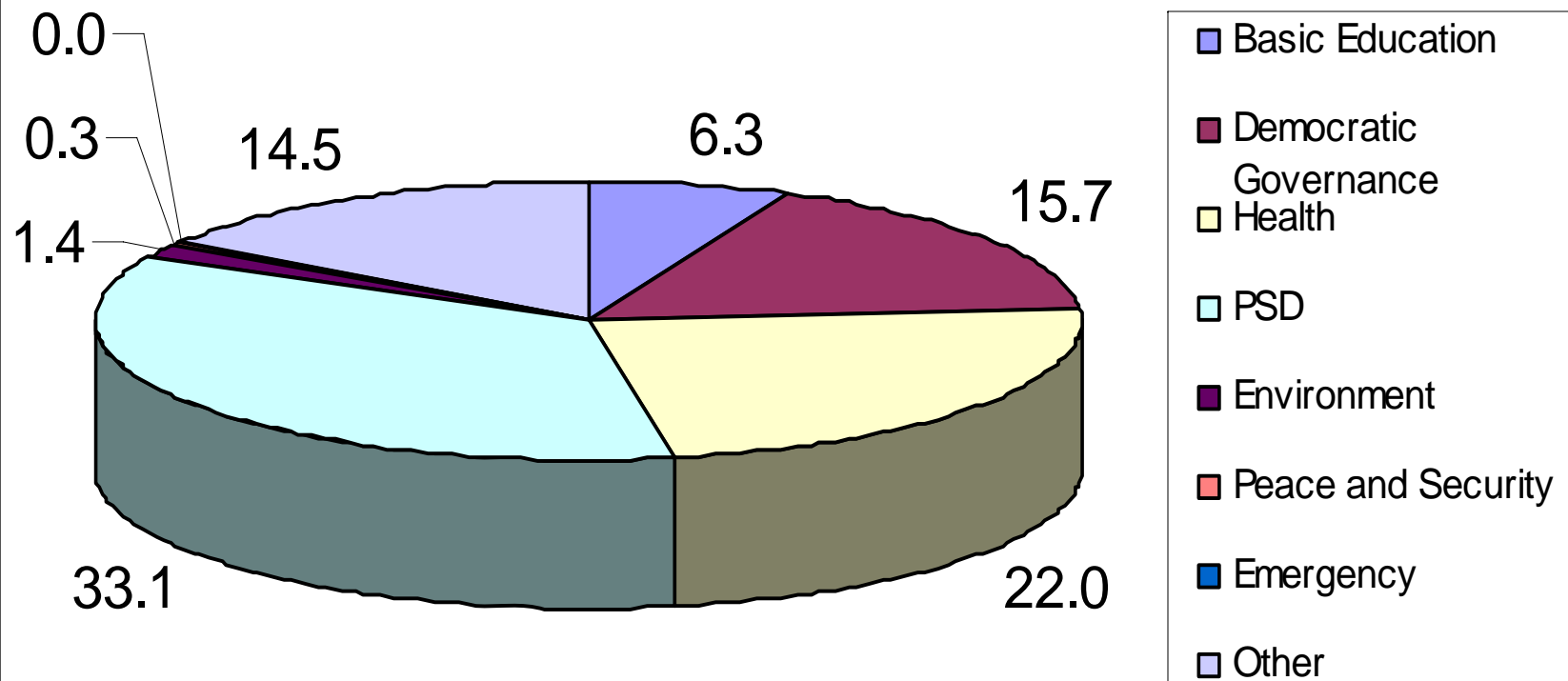
## Case: Haiti

- ▲ Haiti is the poorest country in the hemisphere.
- ▲ Canada has committed to long-term engagement in Haiti, as part of broader international effort.
- ▲ Canada is committed to spending \$555 million between 2006-2011.
  - ▲ CIDA will spend \$485 million; RCMP, \$40 million; DFAIT, \$30 million.



# Case: Haiti

## 2007-08 Bilateral Disbursement (\$ millions)





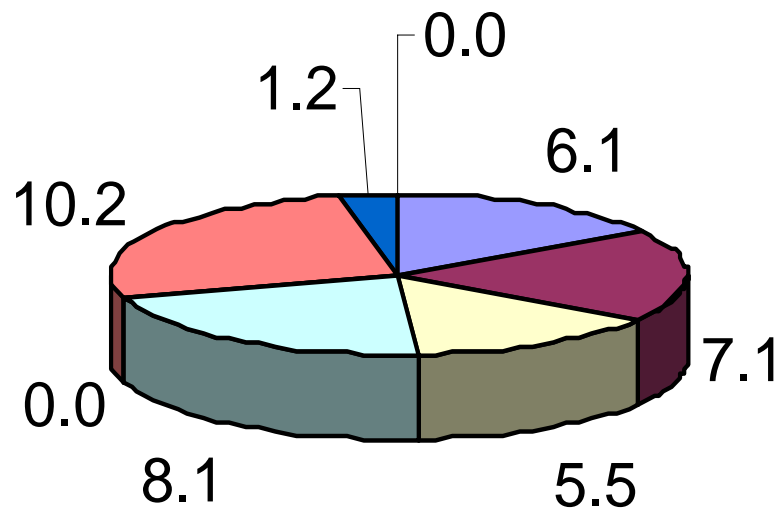
## Case: Sudan

- ▲ Since January 2006, Canada has provided over \$232 million in assistance to Sudan.
  - ▲ This includes \$139 million for humanitarian relief (including Sudanese refugees in Chad) and \$87 million for early recovery via the World Food Programme.
- ▲ Estimated number of people being fed through CIDA-supported Multi-Donor Trust Fund: 5.6 million.



# Case: Sudan

2007-08 Bilateral Disbursement (\$ millions)



- Basic Education
- Democratic Governance
- Health
- PSD
- Environment
- Peace and Security
- Emergency
- Other



# Challenges

## Trends

- Poverty is increasingly concentrated in conflict affected and fragile states
- Conflicts and crises are decreasing
- The number of states emerging from conflict is increasing
- Conflict and fragility is a new area of interest
- Security System Reform programs are a priority and are being implemented



## Challenges

- How to manage both military and development issues within a fragile state?
- How can independence, neutrality and impartiality of humanitarian aid be delivered in a military operation?
- How can preventive and reactive strategies be balanced abroad?
- How do military strategies conform to the international consensus on aid effectiveness?



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# Questions?

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