



# The Monrovia Roadmap

ON PEACEBUILDING AND STATEBUILDING

Final Draft - July 2011

**We, the members of the g7+ Group and international partners, have come together at the second International Dialogue on Peacebuilding and Statebuilding in Monrovia on 15-16 June.**

## Monrovia Objectives on Peacebuilding and Statebuilding

1. We have formed a joint agreement on a set of five international Peacebuilding and Statebuilding Objectives which are described in Annex A. The five objectives are:
  - Legitimate Politics - Foster inclusive political settlements and conflict resolution
  - Security - Establish and strengthen people's security
  - Justice – Address injustices and increase people's access to justice
  - Economic foundations – Generate employment and improve livelihoods
  - Revenues and services - Manage revenues and build capacity for accountable and fair social service delivery
2. We see this as a major achievement, since the attainment of these objectives is necessary to reduce and prevent conflict and human suffering and to reach the MDGs in situations of fragility and conflict. We will solicit support for these five objectives at the highest level of our governments and organisations and from other stakeholders, and will present them for endorsement at the Fourth High Level Forum in Busan, as well as promote their uptake in the longer term.
3. Before we meet in Busan, we will propose and consult on a set of indicators that will allow us to demonstrate measurable progress against the objectives both at the global and the country level. These indicators will combine both objective measures, and measures to understand the views and perceptions of people on results achieved. ▶

## Towards commitments for Busan

4. We also agreed to present at Busan a focused set of commitments to improve aid effectiveness and development outcomes in fragile states. These commitments will be developed by a core group of International Dialogue members and will be based on the draft action plan and working group recommendations submitted at Monrovia. They will be shared with International Dialogue members for their feedback and agreement.
5. Based on the meeting and subsequent reflections by the Co-Chairs, the following key components are proposed as basis for a set of commitments to be endorsed in Busan:
  - A nationally-led assessment of the causes and features of fragility and sources of resilience as a basis for national strategies and plans. It should include key national stakeholders and build on a methodology to be developed by the g7+ and endorsed by members of the International Dialogue.
  - Increased space, leadership and support for inclusive and participatory political dialogue to manage conflict peacefully, build confidence in the state and develop a broadly owned shared vision.
  - A country-level agreement (or compact) between a government and its international partners based on consultations with national stakeholders to define joint priorities, targets, measures of progress, and ways to manage risks.
  - A new deal to deliver international assistance to fragile states which generates results that are aligned with peacebuilding and statebuilding objectives, is more transparent, flexible and effective, and strengthens (rather than duplicates) national and local capacities and institutions.
6. In order to move beyond rhetoric to a real change in behaviour, a small number of g7+ countries and their international partners will lead the way to advance implementation of the commitments at the country level. We aim to identify as soon as possible countries and international partners that will start working together in accordance with the commitments to be endorsed in Busan.

## The future of the International Dialogue after Busan

7. Through its unique capacity to bring together fragile and conflict-affected countries and international partners, the International Dialogue exemplifies the importance of sharing knowledge and experience.
8. We agreed that the International Dialogue has a vital role to play going forward, as a high-level forum for ensuring the implementation of the five objectives and the commitments agreed in Busan. We believe the International Dialogue should provide a platform for both g7+ members and international partners to assess and discuss progress in reforming efforts to support peacebuilding and statebuilding.
9. We also agreed that the International Dialogue should reach out to other partners, including other policy communities, countries that have made progress in addressing conflict, the United Nations Peacebuilding Commission, regional organisations and the private sector.



## ANNEX A

# Monrovia Objectives for Peacebuilding and Statebuilding



### Peacebuilding and statebuilding as prerequisites for the MDGs

The Millennium Development Goals (MDGs) remain the over-arching framework for international development assistance. Yet, no low-income, fragile or conflict-affected state has yet achieved a single global MDG. Insecurity and violence, weak and illegitimate institutions and poverty are inter-linked factors that create serious obstacles to peace, development and the attainment of the MDGs. In order to make progress fragile states require an approach that links security, political and development actions. A clear set of international peacebuilding and statebuilding objectives is needed to lay the foundation for meeting the MDGs, both at the country level and to guide international action.

At the country level:

- to provide a framework for country-led analysis, including an assessment of fragility,
- to guide the national priority setting processes and the development of a single national plan/strategy;

At the international level:

- to orient international assistance to support critical development areas in fragile states;
- to provide a framework for demonstrating progress through a limited number of results indicators.

### The “Monrovia Objectives”

#### OBJECTIVE 1: LEGITIMATE POLITICS - Foster inclusive political settlements and conflict resolution

In fragile situations, trust in state institutions and among people tends to be weak. Peacefully resolving and managing conflict and (re) building the state require an increasingly inclusive political settlement, and committed and able leadership. It also requires political institutions that ensure accountability and provide opportunities for participation of all key groups in society, including the most vulnerable and marginalized. An engaged public and civil society which constructively monitors decision-making is important to ensuring accountability. Conflict legacies and the risk of future tensions make it critical to build capacities for reconciliation and conflict resolution at all levels.

#### OBJECTIVE 2: SECURITY - Establish and strengthen people's security

Without security for the people there can be little development. The challenge is to improve the behavior, effectiveness and accountability of the broad range of security actors, whether formal or informal, in response to people's rights and needs. Particular attention needs to be paid to vulnerable groups, especially women and children. The participation of communities and civil society groups can make security provision more effective and more accountable.

#### OBJECTIVE 3: JUSTICE – Address injustices and increase people's access to justice

Addressing grievances and deeply-felt injustice is essential. Formal justice mechanisms must be accessible, affordable and seen as fair by citizens. Where feasible, traditional non-state and informal means for dispute resolution and adjudication should be strengthened and gradually aligned with international human rights standards. ▶

## OBJECTIVE 4: ECONOMIC FOUNDATIONS – Generate employment and improve livelihoods

Employment gives people a sense of self-worth and the means to start shaping their future. Employment can reduce participation in violence and conflict. The challenge is to generate meaningful income opportunities fast enough, including for groups previously marginalized, and youth. Within fragile states, priority needs to be given to labor-intensive public and community works, increased agricultural productivity and domestic private sector development.

## OBJECTIVE 5: REVENUES & SERVICES: Manage revenues and build capacity for accountable and fair social service delivery

The ability to raise, prioritise and manage resources to finance and develop capacity for more equitable delivery of basic social services is critical in fragile countries. The state must gradually ensure fair access to these services to all key groups in society, including the most vulnerable and marginalized. It is important for the state to lead in setting the framework and coordinating the delivery of services, including by non-state providers. Gradually building a sound and transparent system of public financial management will be essential to instil confidence in citizens to pay their taxes, in donors to contribute aid and in businesses to invest. Of equal importance is donor transparency about their financial contributions. In countries where natural resource management is a particular challenge, it is critical that resource revenues do not (re)fuel conflict, are managed transparently and significantly benefit society.

## Cross-cutting issues

Peacebuilding and statebuilding need to be nationally owned. A number of cross-cutting issues will need to be taken into account:

### *Strengthening state-society relations*

Constructive relations between state and society are at the heart of successful peacebuilding and statebuilding.

### *Addressing stress factors that drive conflict*

Across peacebuilding and statebuilding objectives the underlying stress factors which can lead to violence must be addressed. Stresses are both internal to societies, and also arise from regional or global factors. Prominent factors that can provoke violence are perceptions or experiences of injustice, exclusion and inequality and these must be addressed as part of a durable settlement. Attention needs to be paid to ensure interventions are conflict-sensitive and do not exacerbate conflict.

### *The importance of confidence building and trust*

An essential pre-condition for progress in all of the following objectives is to foster *confidence between people and the state and between communities*. This involves delivering visible results quickly and on a continuous basis. This requires setting clear priorities, concentrating effort around them and communicating to the people about what can and what cannot be expected.

### *Institutional transformation: building legitimate institutions*

Experiences of successful transitions show the importance of building institutions that are legitimate in the eyes of the people, and that address their sense of insecurity, deeply felt injustices and lack of economic opportunity. Such transformations can take a generation or more and require long-term investments in developing state and non-state capacities and human capital. Greater realism is thus needed in the timescales used by national authorities, non-state actors and international partners. The level of existing capacity must be understood and taken as a starting point.

### *Addressing gender, youth and vulnerable groups*

Attention to women and youth and their participation in peacebuilding and statebuilding is essential to enhance the effectiveness and sustainability of interventions in all of the objectives below. So too is targeted assistance to marginalised and vulnerable groups, including minorities and refugees.

### *The regional and global context*

Although states remain the key players in the international system all states are affected by events at a regional and global level. Across all the peacebuilding and statebuilding objectives, measures are needed to build resilience against external shocks and to strengthen regional cooperation.