

## SECURITY AND DEVELOPMENT

### DID YOU KNOW ...?

- ✓ Over the last decade, there has been a **deterioration** of the conditions of global peace and security, as well as a **growing pressure** on human rights and fundamental freedoms. The number of poor people living in fragile countries and conflict-affected areas tends to increase, and developing countries are particularly affected by the conflict. The growth in number and severity of humanitarian crises has not matched the availability of necessary aid, while military expenditure in the world continues to increase.
- ✓ Violence, crime, insecurity and armed conflicts have a huge destructive impact in the development of countries, accentuating poverty in several ways with large **human, economic and social** costs. On the contrary, economic marginalisation, discrimination and exclusion, as well as inequalities, lack of access to justice and the ineffectiveness of the institutions **undermine peace and development**.
- ✓ It is necessary to promote attitudes, institutions and structures that create and sustain peaceful societies (**positive peace**), as well as putting people at the centre of concerns and policies, promoting **human security** as a connection between peace and development. The development strategies, partnerships and actions should be sensitive to the specific context in which unfold regarding the factors of conflict, fragility and insecurity, and interventions in the area of security and defence should take into consideration issues such as inequality, discrimination and poverty.
- ✓ The **2030 Agenda for Sustainable** Development integrates for the first time at global level peace and security as a development goal (SDG16). The United Nations remain an indispensable actor in the promotion of security and overall development, in spite of all difficulties; there are principles internationally agreed upon for the external engagement in fragile States; and the European Union has advocated a greater interconnection between security and development in its external action. However, **it is difficult to ensure the coherence, coordination and complementarity of these interventions**, since there is a **great lack of knowledge about how to support sustainable peace in addition to temporary stabilisation**.
- ✓ Many **incoherencies in the interconnection between security and development** are identified from the perspective of PCD. These include: (i) poor management of expectations with a tendency to apply standard models and/or policies designed externally and with a pressure to obtain quick results in contexts where progress is slow and requires a sustained commitment; (ii) the prevention of conflicts is clearly joined in the face of the need of reaction and crisis management; (iii) the danger of securitisation of development and the exploitation of own development assistance; (iv) development assistance is insufficient and inadequate in these contexts; (v) the tensions and inconsistencies between the several actors of the European Union; or (vi) the practical difficulties and operational of combining multiple perspectives and tools of security and development in an integrated, coherent approach.

## Introduction

To ensure a fairer, more decent and sustainable world is more than ever a requirement of the international community and national levels. In this framework, Policy Coherence for Development (PCD) stands as a concept, an approach and a tool for ensuring that the several sectoral policies do not collide with the efforts on eradicating poverty and promoting development at global, European, national and local level.

In a globalised society and interdependent world, where challenges of development are complex and multidimensional, it is necessary that public policies on migration, climate change, trade, security or food sovereignty contribute to an effective transformation and to the achievement of the Sustainable Development Goals. The European Union (EU) and its Member States have ensured PCD as a political commitment and legal obligation in the framework of the Lisbon Treaty, but *will the European institutions and countries continue to pursue sectoral policies that contribute effectively to sustainable development?*

“There is no development without peace and security, nor sustainable peace without development”. This is a sentence we used to listen to and that does not cease to be true, although it may seem devoid of meaning in a world in which conflicts, state fragility, violence and crises seem to have become the daily reality for many people and societies. This has significant impacts on human rights, democracy and development, with large costs in human, economic and social terms.

On the other hand, peace not only means the absence of violence but the presence of actions, institutions and structures that create and sustain peaceful and inclusive societies. However, conflict prevention and peace-building appear to continue to be minor aspects in the field of security and defence, while development continues to be very present in the concerns of conflict resolution or security. *Have the policies and measures implemented by the international community enhanced their contribution to peace for development (and development for peace)? Are the responses timely, appropriate, coordinated and consistent? Has human security become an unattainable goal? How to ensure a more effective and positive link between migration and development?*

✓

#ParceirosNoDesenvolvimento



Cofinanciamento



## 3 Myths about Security and Development

### MYTH 1

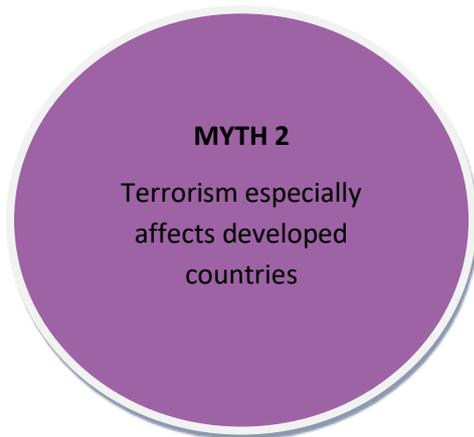
Peace generates  
development,  
development  
generates peace.

### REALITY

If the relationship between insecurity, conflict and poverty is well studied and proven, the relations between peace and development are not so straightforward. Some of the connections seem to be relatively simple: more employment reduces the risk of conflict and insecurity, which in turn promotes an economic environment conducive to more investment and more employment, which in turn increases economic stability and so on.

However, in other aspects the connection is not so clear or simple. The investment in development may not always mean more peace and security, particularly if such development is unsustainable. In fragile countries or countries that have problems of instability and insecurity, governments face major dilemmas: if they adopt inclusive public policies and distribution of wealth by previously marginalised groups, it may be to strengthen opposition groups or violent groups that pose a threat in the future; if they do not open the door to greater political and economic participation of the several groups, it is impossible to eliminate the causes of insecurity and instability.

In the same way, peace does not necessarily have an immediate positive impact: the signature of a peace agreement does not automatically generate peace nor necessarily leads to the development, such as the holding of elections does not result in a culture of democracy or good governance. Often, at the end of a conflict the population does not feel the dividends of peace and the improvement of the conditions of life, which can lead to frustration and exacerbate tensions. A coherent and sustainable support for people to rebuild their lives is therefore a critical aspect of peace processes.



### REALITY

The violence inspired by radical ideas on an ideological and religious level and the fear of its spreading in Europe through terrorist acts defy our understanding of what it means to be safe. However, we must not forget that almost 80% of deaths caused by terrorism in 2015 occurred in just 5 countries - Iraq, Nigeria, Afghanistan, Pakistan, and Syria (Cohen, 2016), and these countries continued to be the most affected in 2016 (according to the Global Index of Terrorism<sup>10</sup>).

The 20 countries most affected by terrorism are all developing countries. In addition, countries with the highest number of terrorist attacks and victims are in many cases countries that were consumed by war or civil conflict. More than 90% of the attacks in 2015 have taken place in countries affected by violent conflict. In many of these countries, the difficulties of the State to ensure the control of all the territory, the weakness of security forces and public institutions, the economic and social conditions more conducive to radicalisation, among other factors, make it easier and more likely for such attacks to be carried out.

On the other hand, analysing the economic impacts of terrorism, it appears that the impact of these events is much higher in developing countries in terms of economic growth, trade and foreign direct investment<sup>11</sup>.

Going beyond specific effects, terrorism particularly affects perceptions of safety. Thus, although data show that the likelihood of being a victim of a terrorist attack in a developed countries is minimal, there is a greater media prominence of these events in richer countries.

<sup>10</sup> <http://globalterrorismindex.org/>

<sup>11</sup> See [The Economic Impact of Terrorism on Developing Countries](#), Federal Reserve Bank of St. Louis, 29.01.2018.



### REALITY

The processes of peace and development are essentially endogenous. On one hand, it is necessary that the internal actors, local and national, lead the process of consolidation of peace, building the State and promoting development. External actions can naturally support these processes, but none will have sustainable results if there is no ownership and promotion security and development.

On the other hand, international interventions, including development aid, are not innocuous and have impacts, both positive and negative. Many times, they conceive of and implement those actions from the technical point of view, ignoring the repercussions at several levels, including the eminently political character of many actions.

In addition, external interventions into processes of peace and State building – whether they be peacekeeping missions, training interventions and capacity building of local actors, support to electoral processes, projects and programs of security sector reform, disarmament and reintegration of combatants, among others – often have unrealistic expectations about the magnitude of their impact, proposing to solve structural problems with root causes and complex endogenous dynamics. Moreover, there is a great pressure for obtaining fast results in the transformation processes, which are necessarily long-term ones.

Not only is it necessary to understand that the knowledge outside these internal dynamics is often scarce or distorted, as it is necessary to be realistic about what is possible to achieve in an external intervention, in contexts that are extremely complex and volatile.

## RECOMMENDATIONS

### General and global recommendations

1. To implement a **human rights-based approach** as a transversal element of the interconnection between security and development. This means that democracy, the rule of law and human rights are regarded as fundamental values for development, and that the needs of people, human security and the right to development are seen as central in the promotion of security and peace.
2. To use the **2030 Agenda** for Sustainable Development as the framework for preferential orientation of the actions of promotion of peace, security and development. At a time when the political consensus about the peace are difficult to build, **the vision and the mandate of the SDGs** as defined and approved by consensus are an opportunity to advance a more integrated and coherent global approach towards societies that are more equitable, peaceful and inclusive.
3. To define and implement **development aid** policies, actions and projects that take into consideration the local social dynamics, the political context and the issues of security, applying approaches that are sensitive to the several dimensions of the conflict (including risk, conflict, fragility and insecurity factors). Governments, international development agencies, NGOs and other actors in scenarios of fragility and conflict should integrate the contribution to peace in the mandates of their organisations, in their economic policies in their programs and projects.
4. To define and run policies and actions of **peace and security** that consider the aspects of development – including issues such as inequality, discrimination, and poverty – and the connection with the support to long-term development, in order to contribute to a positive peace, and more sustained.
5. To implement **humanitarian actions** with full respect for international humanitarian law and by the principles and standards internationally agreed upon. To ensure an integrated planning of these actions, which include the transition and combination of instruments of longer-term development.
6. The international actions, both in the area of security development, must be based on a deep knowledge of **local realities** (its dynamics, the root causes of conflicts, the actors involved, the volatility of the situation) and take into account their impact at different levels (positive and negative), based as much as possible on a shared vision about the relationship between internal and external dynamic.
7. To allocate enough resources (financial, technical, and other) for the promotion of and support to a positive peace in approaches focused more on **prevention and the root causes of problems** than in the reaction/crisis management. This implies timely efforts to address the root causes of conflict and to include prevention in all sectors and phases of operations. In cases where this is possible, to support national plans and strategies **defined and led by the affected countries**, national and local institutions.
8. To support the **resilience of States and societies to internal and external shocks**, giving priority to: identifying their vulnerabilities and risk factors; the adoption of coherent policies in response to these vulnerabilities; the definition and implementation of plans

for disaster risk reduction and the implementation of early warning systems as well as supporting the capacities of national/local dialogue, mediation and peaceful resolution of conflicts.

9. In actions both related to security or to development it is necessary to pay special attention to **local actors who are drivers of positive transformation**, as well as to the **most vulnerable and/or excluded social groups** in this process (such as women and young people). Gender equality and women empowerment must be part of the priorities of a sustainable peace construction.
10. **Development aid for security programs**, particularly in situations of conflict/crisis/fragility, should be directed preferentially to actions that support partner governments and civil society to promote human rights, accountability, capacity building of institutions and the education for peace. It is necessary to put long-term solutions for peace building and human security in the centre of disbursements of development assistance that is connected to peace and security, while **avoiding an instrumentalisation of aid for the purposes of insurance**.
11. To safeguard **the space and the special mandate of the United Nations** to provide options and solutions for mediation and the construction and maintenance of peace. In operational terms, to address the **fragmentation** of the United Nations through a more integrated horizontal and transverse approach that (i) reviews the architecture of peace-building ; (ii) assigns responsibilities for peace-building across the UN system; (iii) places the maintenance of peace in the centre of the priorities in terms of allocation of resources, skills and organisational hierarchy; and (iv) correctly aligns the peace/security pillar with the development and human rights pillar, in order to promote greater coherence and coordination between pillars.
12. To develop **strategic and operating multi-actor partnerships** for a sustained peace. In a world that is increasingly complex and fragmented, it is essential to mobilise all sectors of society and stakeholders to be more relevant (to the national and international level). At the international level, this means a more concerted involvement between the United Nations, the international financial institutions, the continental organisations, regional and sub-regional, the private sector and civil society organisations. In the internal/national level, it is especially important to involve in a more systematic way the civil society (promoting active citizenship) and the local communities in building and sustaining peace, in the prevention of extremism and conflicts.
13. To bet on **pragmatic and realistic approaches** about what the external action can achieve in contexts of fragility and/or conflict. This implies: to establish specific priorities and the sequence of actions and measures; to ensure a continuous and flexible risk management; not to limit action to a bureaucratic approach and the attainment of quick results; to be prepared for adjustments as necessary for a long-term engagement in certain contexts.

## Recommendations for the European Union

14. To ensure that the 2030 Agenda for Sustainable Development is the basis of European Cooperation for Development. To ensure a coherent approach to operationalise SDG 16 in the EU. The global Strategy of the European Union, approved in 2016, should **explicitly**

- integrate the **SDGs and the human rights** approach in its implementation, considering the impacts of the European policy of security and defence in the poorest countries.
15. To develop, **operationalise and effectively implement the policies and strategies defined in the formal plan**, reinforcing the coherence of policies for development in the external action, such as the conclusions on “Capacity building in support of security and development ” (2015), the “EU Strategic Framework to support Security Sector Reform” (2016) and the “Strategic Approach on resilience in the EU’s external action”.
  16. To avoid that the EU development assistance is conditioned to the national and European goals on security and migration management, **while preserving the goal of development policy** – the eradication of poverty – and **avoiding the instrumentalisation of aid for the purposes of insurance**. In the next Multiannual Financial Framework (2021-2027) in particular, the development priorities of the partner countries and the needs of communities should guide the European policy development, and the development aid funds help should not be diverted to interests of internal security. The EU should ensure that the commitments on aid effectiveness and the principles of humanitarian action are fully respected in its external action.
  17. The **European Parliament** should participate and engage more actively in the European strategies of crisis response, in the framework of their competences, in particular in decision-making and priority setting regarding specific instruments, to ensure that the long-term measures, the strengthening of resilience in partner countries and the development perspective are integrated into the EU's external action
  18. **CSDP actions should take more advantage of the existing skills in cooperation for development** in order to implement more sensitive approaches to development issues and to fill in gaps in the actions. For example, the CSDP capacity building missions must be coordinated with the work developed by the European Commission in the areas of the security sector and the rule of law, and the CSDP missions should be planned as an element of a more comprehensive and integrated approach of the EU in that country/context. In the same way, **development programmes can benefit from CSDP skills and experience** in crisis situations. This implies, for example, a greater (effective, not only formal) coordination between working groups, management committees and several services, directions and bodies that intervene in the security and development policies in the EU.
  19. To promote a **smoother transition crisis management in short term for the consolidation of peace in long term**, in order to avoid gaps in the cycle of conflict. This should be planned and defined together from the early stages of the response.
  20. To enhance **information sharing about the several Member States’ bilateral activities in crisis scenarios**, fragility and conflict, in particular looking for a **greater complementarity and coherence of actions** (for example in the framework of training, support in the sectors of justice and security, etc.), whether between Member States or between them and the EU actions (technical cooperation, CSDP activities, EU delegations, etc.).
  21. In cooperation with the partner countries, to give special attention to the support and **empowerment of an independent and active civil society**, as well as to the processes of **strengthening of State-society relations**.
  22. To take **advantage of joint programming** (EU + Member States) as an opportunity to strengthen policy coherence in fragile and conflict-affected countries. Ensure that the

goals and actions are defined along with partner countries, and ensure a monitoring and independent evaluation of the EU programmes in these countries.

*Development and security go hand in hand. Sustainable development and poverty eradication require peace and security, and without sustainable development there will be no sustainable peace. This is why it is crucial for the EU to support partner countries and their people efficiently, in order to build stable, safe and resilient societies in which people can lead productive lives in peace and dignity .*

**Neven Mimica**

European Commissioner for International Cooperation and Development

May 2016

#ParceirosNoDesenvolvimento



Cofinanciamento

