Independent Development Evaluation Learning Event
Reinforcing AfDB’s Engagement in Fragile Situations
Strategic and Operational Approach to Addressing Fragility and Building Resilience
Guiding Principles for Working in Fragility

<table>
<thead>
<tr>
<th>Do No Harm (DNH)</th>
<th>Conflict Analysis</th>
<th>Conflict Sensitivity</th>
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<td><strong>Do No Harm</strong></td>
<td>Conflict analysis provides a snap-shot of the context to an organisation, thereby providing an idea of what type of intervention fits in well with those settings. It brings among others, an understanding of the conflict dynamics, drivers, actors, interests, positions for a well-informed engagement.</td>
<td>Efforts, methods and tools for working in conflict-prone and conflict-affected areas, with the aim of (1) reducing the risk that aid unintentionally contributes to the escalation or sustaining of violent conflict (‘Do No Harm’); and (2) contributing to the de-escalation of existing conflicts instead.</td>
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Providing or, investing in, infrastructure for one community may exacerbate conflict within another community or heighten tensions between neighbouring communities.

To guard against this type of situation, the humanitarian actors developed DNH guiding principle.
Guiding Principles

- From Fragile States to Fragile Situations
- Staying Engaged for Building Long-Term Resilience
- Responsiveness, Selectivity, and Tailored Solutions
- Fostering Strategic Alliances and Country Ownership
- From Fragile States to Fragile Situations

African Development Bank Group Strategy for Addressing Fragility and Building Resilience in Africa

2014-2019
Applying the Fragility Lens

2 Objectives
- Inclusive Growth
- Transition to Green Growth

5 Core Priorities
- Light up & power Africa
- Feed Africa
- Industrialise Africa
- Integrate Africa
- Improve the quality of life for the people of Africa

Special Emphasis
- Resilience Considerations
- Strengthen state capacity and effective institutions
- Promote inclusiveness to build resilient societies
- Lead in policy dialogue, partnership and advocacy

How We Implement
- Strategies
- Operations
- Processes
- Financing
- Capacity

Step 1: Assess Fragility
Step 2: Mainstream Fragility
Step 3: Engage, Implement, and Adapt
Levels of Engagement

**Policy & Analysis**
The normative framework which calls for a comprehensive and co-ordinated and inclusive approach to understanding, preventing, responding to and transforming fragility.

**Organizational & Institutional**
Organizational understanding and promotion of systems, policies, procedures and internal cultures that will promote working in a way that is fragility and conflict sensitive.

Leadership, resources and organizational capacity to adapt to new and often more risky ways of working.

**Programming**
Programme, projects and activities that are geared to working in and on fragility in a responsive and proactive way.

Applying a fragility lens to all aspects of work.

**Individuals**
People who have the competencies to work effectively and responsively in dynamic and often volatile situations. This means that staff need training and support to consider how they can apply a fragility lens to their role. Personal ownership and commitment to developing competencies to address fragility.
Resources in Support

Statutory (ADF, ADB and NTF) and non-statutory (bilateral and thematic trust funds, special funds, and dedicated facilities) windows provide financing supporting the implementation of:

1. Projects and Programmes
2. Programme-Based Operations
3. Lines of Credit
4. Sovereign Equity Participations
5. Guarantee Instruments
6. Technical Assistance Programmes
7. Capacity Building Programmes
8. Projects’ Preparation
9. Arrears’ Clearance

Successful Engagement

Identifying the appropriate mix and making use of available financing and co-financing instruments is an integral part of the Bank Group’s engagement in fragile situations.
Lessons Learned (1/2)

1. Fragility is a complex agenda compounded by an evolving landscape. It should be addressed through an integrated approach across all sectors, with performance monitored and reported.

2. When conflict-sensitivity is not integrated throughout the project cycle, outcomes are compromised, and significant implementation delays can ensue.

3. When project risk assessment and mitigation strategies are not regularly updated, and grounded in the local project context, critical conflict risks and peacebuilding opportunities may be missed.

4. When the Bank and beneficiary’s authorities are not aligned in their support for conflict-sensitive project financing, this can be an early indication of resistance to project goals.
Lessons Learned (2/2)

5. When potential project spoilers are not identified and managed from the start, through ‘inclusive enough’ coalitions, **they may re-animate conflict during project implementation.**

6. When consultations, during the project cycle, do not include mechanisms to gather information from all stakeholders, **the risk that project’s resources will be misdirected increases.**

7. Even though a country is not classified as in fragile situation, **it may still experience fragility/pockets of fragility, conflict and violence and require a conflict-sensitive approach.**

8. While responsiveness and flexibility guide the Bank Group’s approach to addressing fragility, **more emphasis is to be given to early warning of risks, mitigation and prevention efforts.**
Mainstreaming Fragility and Resilience-Based Considerations
RESULTS IN FRAGILE SITUATIONS BY THE BANK’S HIGH 5s - 2010-2019

- 5 Million People provided with new or improved electricity connections
  - 2.3 Million Women

- 10 Million People benefiting from improvements in agriculture
  - 5.3 Million Women

- 6 Million People benefiting from investee projects
  - 3 Million Women

- 5 Million People with improved access to transport
  - 2.6 Million Women

- 16 Million People with new or improved access to water and sanitation
  - 8 Million Women
Fragility Lens: Resilience-Based Approach

**Bank-Wide Team**
- Country Economist
- Regional Integration Expert
- Sector Expert
- Fragility Expert
- Governance Expert
- Climate Change Expert
- Gender Expert
- Safeguards Expert

**Analysis Level**
- Knowledge
- Expertise
- Data
- Experience
- Consultations

**Strategy Level**
- Resilience & Fragility Assessment
- Country & Regional Diagnostic

**Project Level**
- National Develop. Strategy
- Country & Regional Strategy
- Dialogue & Partnerships at Sector Level
- Readiness Review
- Project document

**Step 1: Assess Fragility**
- Strengthens the understanding of national and regional socioeconomic challenges, pressing constraints, fragility drivers, and opportunities for building resilience

**Step 2: Mainstream Fragility**
- Guides development of Country and Regional strategies, including operational priorities and policy dialogue

**Step 3: Engage, Implement, and Adapt**
- Fragility-sensitive strategy documents inform project design, implementation and dialogue at sector level
Step 1: Assess Fragility

This step entails the analysis level of the Fragility Lens Application. It looks at:

✓ Contextualising the dynamics
✓ Assessing capacities and pressures
✓ Analysing drivers and pockets of fragility
✓ Identifying fragility actors and external shocks
✓ Assessing institutional risks and structural vulnerabilities
✓ Identifying sources of resilience
✓ Identifying entry points for policy dialogue

Understanding the context through tailored products:

1. The annual Country Resilience and Fragility Assessments (CRFA)
2. Country and regional Full-Fledged Fragility Assessments (3FA)
3. Targeted Economic Sector Work (ESW)
Country Resilience and Fragility Assessment (CRFA)

**Background**

✓ Enables a practical application of the Fragility Lens.
✓ Measures capacities and pressures.
✓ Provides a quantitative baseline of 7 dimensions, 28 sub-dimensions and 57 indicators.

**CRFA Paradigm**

✓ All countries face some degree of endogenous and exogenous pressure, whether in politics, the administration of justice, environmental protection or other dimensions.
✓ What makes a country or region resilient is its capacity to manage those pressures and the shocks to its system.
Interpreting the CRFA: Key Principles
Full-Fledged Fragility Assessment (3FA)

- Living documents, updated regularly.
- Use the CRFA for deeper analysis and interpretation of drivers of fragility within the context of a country or a region.
- The format, depth and scope vary according to the categorization of the fragile situation.
- Discusses entry points for building resilience and provides strategic and operational recommendations to be mainstreamed in the preparation of the Bank Group’s engagement.
Step 2: Mainstream Fragility

**Strategy Papers**

All regional and country Diagnostic Notes and Strategy documents must be informed by the fragility assessment.

Reflect the focus areas of the Strategy for addressing fragility and building resilience.

**Operations Design**

All operations in fragile situations should be fragility-sensitive with outcomes contributing to building resilience.

The components of the operations are guided by the ‘Do No Harm’ principle and, when possible, include capacity building.

**Policy Dialogue**

Policy dialogue should be sensitive to fragility considerations.

Foster resilience-based practices in national strategies and development plans and enable the Bank Group to stay engaged at all times.
Resilience-Based Methodology (RBM)

1. Identify relevant dimensions based on low capacity and/or high pressure
2. Target relevant sub-dimensions and indicators
3. Highlight entry points for strengthening resilience
4. Articulate strategic objectives for building resilience
5. Define the broad outputs, outcomes and potential risks and constraints
6. Determine how to intervene: Programming, Partnerships, and/or Dialogue
7. Align the intervention with national/regional priorities
8. Detail activities, outputs, outcomes, and impacts of the intervention under the logical framework
9. Define resilience-based indicators to monitor the results of the intervention

Analytics  Strategy  Operation
### Resilience-Based Priorities
- Use fragility factors to inform the choice of priorities
- Articulate objectives, outputs, outcomes and constraints for building resilience
- Demonstrate how outcomes will effectively build resilience

### National/Regional Priorities
- Consider the interplay of national and regional factors
- Ensure that the regional priorities are considered in strategy and project documents
- Support national capacities to address regional challenges

### Alignment and Ownership
- Ensure ownership and alignment with stakeholders and partners
- Ascertain cross-country coordination for implementation of regional operations
- Consider regional vulnerabilities and linkage with national issues
Recommended Practices — Fragility Mainstreaming

**Data-Informed Approach**
- Target low scores of capacity and high scores of pressure
- Identify drivers of fragility and discuss their manifestations
- Focus on structural drivers of fragility and regional vulnerabilities

**Targeted Narrative**
- Build a targeted narrative focusing on key action areas
- Recommend policy reforms for mitigating risks and building long-term resilience
- Identify entry points to leverage national or regional resilience

**From Fragility to Resilience**
- Build the narrative from the perspective of transitioning from fragility to resilience
- Exercise sound judgement on strategic areas of engagement
- Shape operational priorities to contribute to successful transitions
## Recommended Practices — Fragility Mainstreaming

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<th>Tone and Style</th>
<th>Quality Assurance</th>
<th>Promoting Selectivity</th>
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<td>Propose a language consistent with the tone of the strategy or project document</td>
<td>Provide an overall quality assurance and examine the document as a whole</td>
<td>Ensure that priorities are within the Bank Group’s comparative advantages</td>
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<tr>
<td>Adopt a descriptive, clear and concise writing style</td>
<td>Mainstream explicit vocabulary on fragility and resilience</td>
<td>Ascertain context-specific and commensurate sectoral scope</td>
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<td>Be specific and accommodate sensitive terminologies</td>
<td>Highlight risks underpinning implementation of projects</td>
<td>Promote selective and resilience-based interventions</td>
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Step 3: Engage, Implement, and Adapt

This step is about ensuring that the Bank Group’s engagement in a fragile situation is proactive, responsive and scalable.

Step 3 also considers the Bank Group’s three principles of engagement:

1. Stay engaged
2. Responsiveness and selectivity
3. Strategic alliances
TIMELINE OF THE DEVELOPMENT OF THE BANK’S NEW STRATEGY

- Draft Concept Note cleared by the IDWG
- Concept Note discussed and cleared by SMCC
- Concept Note cleared by CODE
- High-Level Consultation Meeting
- Draft New Strategy discussed at CODE
- Informal Board Session
- Board Approval


Internal & External Consultations

Internal & External Consultations

Dissemination
Thank You