

**Enhancing South Africa's Post-conflict Development and
Peacebuilding Capacity in Africa**

Burundi and South Sudan case studies

Stakeholder meeting report

14 October 2013



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Abbreviations and Acronyms

ACCORD	African Centre for the Constructive Resolution of Disputes
ANC	African National Congress
CMPB	Conflict Management and Peacebuilding Division
CSOs	Civil Society Organizations
DIRCO	Department of International Relations and Cooperation
DFID	Department for International Development
DPSA	Department of Public Service and Administration (South Africa)
DRC	Democratic Republic of Congo
IGD	Institute for Global Dialogue
ISS	Institute for Security Studies
MOU	Memorandum of Understanding
ODI	Overseas Development Institute
PCRD	Post-conflict Reconstruction and Development
SA	South Africa
SADPA	South African Development Partnership Agency
SAWID	South African Women in Dialogue
SPLM	Sudan People's Liberation Movement
USAID	United States Agency for International Development

Introduction

The Conflict Management and Peacebuilding Division (CMPB) of the Institute for Security Studies (ISS) held a stakeholder meeting at the ISS in Pretoria on the 14th October 2013. This workshop formed part of a broader project on "Enhancing South Africa's Post-conflict Development and Peacebuilding Capacity in Africa" which seeks to:

1. Increase the knowledge and practical understanding of South Africa's post-conflict development and peacebuilding efforts;
2. Contribute to the strengthening of South African foreign policy development to enhance its role as a African and global player in the peace, security and development arenas;
3. Contribute evidenced based policy recommendations that can inform policy and program development of SADPA.

This closed stakeholder workshop shared information on lessons learned that are relevant to the development of the South African Development Partnership Agency (SADPA), and to discuss the observations obtained in relation to South Africa's engagement in Burundi and South Sudan.

Approximately 21 identified stakeholders in South Africa attended this workshop: these were representatives from the embassies of Burundi and South Sudan, the South African government departments that are engaged in the Burundi and South Sudan, in particular the Department of International Relations (DIRCO), as well as representatives from the major NGOs engaged in peacebuilding and the advisory panel for the project (see participants list).

This workshop report provides a brief overview of the topics and salient points that emerged during the deliberations.

Welcome

Prof Maxi Schoeman of the University of Pretoria, welcomed everyone present and thanked DFID for their support to the project. She extended apologies on behalf of Prof Cheryl Hendricks and Annette Leijenaar. Prof Schoeman then outlined the agenda and introduced the speakers.

Session I

Effectiveness of SA Development Cooperation: Implications for the Way Forward.

Chaired by Prof Maxi Schoeman

Alexander O'Riordan, an independent aid development specialist, focused on lessons learned for South Africa's aid effectiveness based on the experiences of other development partners and donors. He noted that there is a growing congestion of donors and funding in Africa, and greater competitiveness in the vying of attention of governments in need of such funding.

Mr O'Riordan noted that donors are being pushed out of countries on other continents (such as Columbia in South America) and are moving into Africa. Although donor activities have been affected by the financial crisis, there has been an increase in the interest and number of donors in Africa. Newer players on the developmental arena include Slovakia and the Czech Republic. Development is also increasingly linked to private interests (e.g. Obama's visit to South Africa focussed in particular on trade and investment). Mr O' Riordan also asserted that northern NGOs have continued to receive money and support (e.g. ODI) despite limited funding for African NGOs. Whilst donors battle for space, they increasingly coordinate and organize themselves into groups where they work through the national aid architectures of developing countries and define common priorities. South Africa needs to work out how to position itself within these structures to optimise its competitive advantage and to form broader alliances. There is also increased sophistication in the development environment. Rather than simply giving aid, South Africa needs to build relationships at the technical level with the recipients of aid.

Mr O'Riordan pointed out that money is not always the decisive factor in development cooperation as it can present officials with extra work. There has been a shift towards policy dialogue, accountability and engaging civil society. There is a changing power relationship in the African continent between governments and donors as seen in Ethiopia and Rwanda. In these countries aid is seen as a blunt instrument. Donors can no longer unilaterally dictate to governments. This has led to the shift in development space, with like-minded donors forming partnerships that give them a better bargaining space with governments.

Mr O'Riordan, in the event of the above dynamics, raised questions such as what this means for South Africa as a small donor with a budget of around US\$50 million a year? What does effective aid look like? South Africa is a tiny donor both in terms of money and human resources. South Africa cannot compete with large donors such as DFID and USAID and therefore needs to find its niche as a donor partner. One way of doing this is to conduct intensive research and learn from the past experiences of other donors.

He stated that South Africa can capitalise on the notion of it being an African country. He further cautioned South Africa not to approach continental development with a bias, or the belief that it knows better. Seen as a powerhouse with better infrastructure in Africa, the country needs to bring something different from other Western donors already operating on the continent. Denmark, for example, has good depth of institutions in terms of peacebuilding. In addition, Mr O' Riorden pointed out that South Africa has little money and resources outside of government. South Africa's comparative advantage is that, being African, South Africa's voice carries more weight and deeper influence as well as neutral relationship with governments.

Mr O'Riordan mentioned South Africa has not seized all available development assistance opportunities in Africa. Often it is able to get a seat at the table where others are not and to get the message across and therefore can act as an intermediary. For example, both Sudan and Somalia previously tried to reach out to South African Embassy for assistance, but there was no response on the part of South Africa. South Africa needs to have a five-year plan instead of reactive responses and needs more than a diplomatic approach. It needs to engage on a technical and bureaucratic level and to build partnerships. The department needs to look outwards at what everybody is doing and from that make their own policy from lessons learnt.

ACCORD's Engagement in Burundi and South Sudan: Lessons Learnt

Gustavo de Carvalho from ACCORD explained what peacebuilding entails and elaborated on ACCORD's peacebuilding initiatives in Burundi and South Sudan.

He pointed out that peacebuilding is a long-term process that requires short-term responses; there should therefore be an increased focus on capacity. There is a growing multiplicity of actors and most post conflict states are not homogeneous therefore one needs to always be aware of the regional context. Peacebuilding frameworks are changing and there is now a larger emphasis on measurable results, which is sometimes problematic for the peacebuilding sector.

Mr Carvalho added that peacebuilding engagements by civil society organisations, national departments and international organisations should move away from training that is short term in nature and focus on longer term engagements. Peacebuilding should also focus more on stimulating local capacities rather than replacing them. In addition, tracking and monitoring progress is key to peacebuilding as to avoid linear approaches. Dynamics change

all the time and one needs to adapt their programs to the needs and situation on the ground.

Development programs should be both people-centred and focus on the development of institutions. Local ownership is also a very important factor therefore development work should be centered around local priorities. There is need for engagement from external and internal stakeholders as well as a need for increased engagement amongst non-state actors. Blueprints for peacebuilding should be avoided and priorities should be developed in conjunction with national actors.

Discussion: Session I

The subsequent discussion focussed on the following issues:

- One should not assume that South Africa has only been acting in terms of self-interest. How much should South African self-interest be prioritised? In Burundi South Africa's approach was not one of self-interest but of pan-Africanism. It therefore responded to requests from the Burundian government as to Burundi's development needs.
- South Africa has now renewed its impetus for engagement in Burundi. In order to provide momentum for the implementation of MOUs previously signed by President Zuma in 2011, DIRCO has had follow-up meetings with Burundian officials in April in South Africa and in August in Burundi to develop action plans.
- How do we understand development? South Africa has the advantage of understanding Africa from within. The phrase "Africa Rising" is important so as to reorganize Africa and for the continent to think positively about itself.
- Should current development strategies mirror the Marshal plan where the only benchmark for success was the rate of economic growth and industrial capacity?
- Given SADPA's smaller budget in comparison to most donors, should SADPA be regarded as a development partner rather than a donor? Is so, SADPA should consider cooperating with other actors such as DBSA, CSO's, and parastatals such as Eskom and Telkom. South Africa is faced with a balancing act – contributing to peacekeeping and retaining its economic reputation simultaneously. South Africa finds itself in a competitive environment of international development.
- Would viewing development solely as an economic issue miss some deeper structural issues that may render the development unsuccessful?

- How should the problem of South Africa's limited capacity in terms of scholars on Africa be addressed? South Africa needs to build up its knowledge wealth to be able to make peacebuilding initiatives a success.

Session II

Research Findings from Burundi and South Sudan

Chaired by Richard Cornwell

Amanda Lucey, researcher at the Institute for Security Studies, presented the research findings of the DFID project from Burundi and South Sudan. With regards to Burundi she noted that, whilst extensive support was given by South Africa during the mediation and peacekeeping phases, Burundians had moved on and were in some ways disillusioned by the lack of South Africa's post conflict development engagement.

On the whole, there was a lack of a clear strategy for PCRD and a wide range of other actors have moved into Burundi (traditional and non-traditional). South Sudan stakeholders were however more positive about South African engagement, partly due to historical ties between ANC and SPLM. South Africa was seen as a country with similar experiences and as having a similar developmental trajectory. . Nevertheless, negative perceptions of mediation had impacted on trust relations. South Africa has primarily engaged through trilateral funding arrangements.

The lessons learned from South Africa's engagement in Burundi and South Sudan can be summarized as follows:

- Develop a post-conflict development and peacebuilding vision and strategy and adapt these to the contexts in which South Africa will intervene.
- South Africa's comparative advantage is its access. How can it leverage this?
- South Africa should plan for the long term to build credibility and trust in its partnerships with post-conflict countries.
- South Africa must build a credible pool of national skills in PCRD and peacebuilding.
- South Africa should increase coordination between its government departments, business and NGO's.
- A two-track approach for capacity building - state and civil society
- Innovate!
- Develop creative and flexible projects that allow for more context-specific responses and that can adapt to political changes.
- Monitor and evaluate projects to ensure greater impact and adaptability.
- Education is an area where South Africa can be of assistance (twinning/bursaries/visiting professors)
- South Africa can develop a niche of being a negotiator/intermediary between donor and recipient country.

Discussion: session II

Following from the presentation, the discussion examined the following issues:

- Whether South Africa's contribution to development can be compared with those of developed donors.
- Should South Africa start its development work from within? If South Africa cannot do it at home, how can they expect to do it outside?
- There is a need to identify South Africa's strengths and expertise, and to identify a particular focal area in which it will engage and coordinate.
- South Africa's need for a vision, philosophy and ideology in terms of post-conflict development and peacebuilding and to develop these concepts prior to engagement in terms of trilateral funding.
- Whether it is even possible to do development in a conflict area e.g. South Sudan and the DRC are referred to as post conflict and are classified in the same category as Burundi and even South Africa. This classification may have to be looked into in order formulate development strategies that may be beneficial to country specific cases.

Conclusions

Ms Amanda Lucey then closed the session. On the whole delegates found the stakeholder meeting informative and welcomed the exchange between researchers, government and NGO's to think through and inform future policy development.

Annex A

Programme

CONFLICT MANAGEMENT AND PEACEBUILDING DIVISION

STAKEHOLDER MEETING

ENHANCING SOUTH AFRICA'S POSTCONFLICT DEVELOPMENT AND PEACEBUILDING CAPACITY IN AFRICA

ISS Seminar Room (Block C)
361 Veale Street
Brooklyn, Pretoria

14 October, 2013

DRAFT PROGRAMME

TIME	ACTIVITY	SPEAKER
09:30 – 10:00	Tea, coffee and registration	
10:00 – 10:10	Welcome and opening remarks	
10:10 – 10:30	Presentation on effectiveness of SA development cooperation: implications for the way forward	Alexander O'Riordan
10:30 – 10:50	Presentation on ACCORD's engagement in Burundi and South Sudan: lessons learnt	Gustavo Barros de Carvalho ACCORD
10:50 – 11:15	Discussion	Chair: Prof Maxi Schoeman
11:15 – 11:45	Presentation on research findings from Burundi and South Sudan	Amanda Lucey
11:45 – 12:30	Discussion	Chair: Richard Cornwell
12:30 – 13:00	Lunch	

Annex B

List of Participants

Name and Surname	Title	Organisation	Position
Fanie Thwala	Mr	DIRCO	ASD: FS
Kevin Brennan	Mr	DIRCO	DIR: EAFR
Willem de Groot	Mr	DIRCO	Deputy Director
Cori Wielenga	Dr	Political Sciences: University of Pretoria	Post Doctoral Fellow
Nompumelelo Hlela	Mrs	DTI	Deputy Director
Marthe Muller	Ms	SAWID	COO
Philippe Kadima	Mr	DRC embassy	Pol Aff
Will Hines	Mr	DFID	Head of Global Partnerships
Michelle Ruiters	Dr	DBSA	Regional Specialist
Isaie Ntirizoshira	Ambassador	Burundi Embassy	Head of Mission
Nompumelelo Sibiya	Ms	DIRCO	ASD
Maxi Schoeman	Prof	University of Pretoria	Head of Department
Richard Cornwell	Mr		Independent Consultant
Siphamandla Zondi	Dr	IDG	Director
Gustavo de Carvalho	Mr	ACCORD	Coordinator: Peacebuilding Unit
Sehlare Makgetlaneng	Dr	AISA	Governance and Security Programme: Head
Alexander O'Riodan	Mr		Independent Consultant
Amanda Lucey	Ms	ISS	CMPB: Researcher
Elma Scheepers	Ms	ISS	M&E: Manager
Tshaba Tjemolane	Ms	ISS	CMPB: Intern
Sibongile Gida	Ms	ISS	CMPB: Intern

Annex C

Event summary form

1. BASIC INFORMATION AND STATISTICS

Kindly mark (X) the appropriate option:

1.1 Please select the type of event held:

Seminar		Workshop		Conference		Roundtable	X
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1.2 Please identify whether the event was "by invitation only" or an "open event":

By invitation only	X	Open event	
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1.3 Please indicate (X) which speaker(s) was/were interviewed for the event Podcast:

No.	Speaker(s)	Interview
1	Mr Alexandra O'Riodan	
2	Mr Gustavo de Carvalho	
3	Ms Amanda Lucey	

1.4 Total number of Event Assessment Forms

Number of Event Assessment Forms <i>distributed</i> :	16
Number of Event Assessment Forms <i>collected</i> :	11

SUMMARY OF PARTICIPANT RESPONSES

Please complete the tables below by indicating for each question and relevant column the total number of responses received via the ISS Event Assessment Form (Part B).

2. QUALITY / VALUE OF EVENT

Enhancing South Africa's post-conflict development and peace building capacity in Africa
Burundi and South Sudan Case Studies: Stakeholder meeting report 14 October 2013

	Excellent (5)	Good (4)	Average (3)	Poor (2)	Very Poor (1)	N/A
Overall assessment of the stakeholder meeting <i>Question number: 1</i>	5	6				
Utility of the meeting towards enhancing the research findings <i>Question number: 2</i>	6	4				1
Overall coherence of the project as presented <i>Question number: 3</i>	6	5				
Relevance of the project objectives: increase the knowledge and practical understanding of south Africa's post-conflict development and peacebuilding efforts <i>Question number: 4(a)</i>	4	7				
Relevance of the project objectives: Contribute to the strengthening of South African foreign policy development to enhance its role as an African and global player in the peace, security and development arenas <i>Question number: 4(b)</i>	3	7	1			
Relevance of the project objectives: contribute evidence based policy recommendations that can inform policy and program <i>Question number: 4(c)</i>	3	8				
Value-added of the ISS' intended research on South Africa's engagement in post-conflict development and peacebuilding in Burundi and South Sudan <i>Question number: 5</i>	4	7				

Participant comments

Question 1 – Overall assessment of the stakeholder meeting:

- **Interesting views from various sources and disciplines.**
- **Learning and empowering environment, as a student interested in the region.**
- **ISS meetings are always interesting.**
- **Good conversation and opportunity.**
- **Good discussion.**
- **It was well organized and the presentations gave some valuable insights.**
- **The presenters were well acquainted with the subject matter.**

Question 2 – Utility of the meeting towards enhancing the research findings:

- **The meeting was important in identifying some of the challenges and lessons learnt so as to enable researchers to come up with a way forward.**

Question 3 – Overall coherence of the project as presented:

- **Perhaps a brief introduction of the project before changing into presentations.**

Question 4 – Relevance of the project objectives:

- **The meeting came up with some practical ways on how South Africa can improve its approach on PCRD.**
- **Distinguish between development cooperation and post-conflict institution-building.**
- **SADPA has been established by setting. Bring setting up “shop” now. ARF will be absorbed into SADPA budget.**
- **I have limited knowledge on SADPA policy and relevant documents.**

Question 5 – Value-added of the ISS' intended research on South Africa's engagement in post-conflict development and peacebuilding in Burundi and South Sudan

- **Current; perhaps not very nuanced but an important starting point for discussion, plus further research.**

Question 6 – What other stakeholders do you think should be included in future meetings or research?

- **Other departments projects in the different countries, e.g. beyond DIRCO.**
- **Relevant embassy officials and SADPA.**
- **SADPA (ref Mr Shoayb Casoo at DIRCO) (for development cooperation).**
- **Civilians.**
- **More researchers.**
- **The private sector.**

Question 7 – Please provide any other feedback about the meeting.

- **Meeting was very good and provided a lot of light into South Africa's PCRD in the region.**
- **Thanks for the initiative.**