

CIWA

COOPERATION IN INTERNATIONAL WATERS IN AFRICA

CIWA FRAGILITY, CONFLICT & VIOLENCE FRAMEWORK

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About CIWA

The Cooperation in International Waters in Africa (CIWA) was established in 2011 and represents a partnership between the World Bank, its African partners, the European Commission, and the governments of Austria, Denmark, Norway, Sweden, the Netherlands, and the United Kingdom. CIWA supports riparian governments in Sub-Saharan Africa to unlock the potential for sustainable and inclusive growth, climate resilience, and poverty reduction by addressing constraints to cooperative management and development of international waters.

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Abbreviations

CIWA	Cooperation in International Waters in Africa
FCV	Fragility, Conflict, and Violence
MTE	Mid-Term Evaluation
REC	Regional Economic Community
RBO	River Basin Organization
RRA	Risk and Resilience Assessment
SSA	Sub-Saharan Africa
ToC	Theory of Change
TTL	Task Team Lead

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Enhancing CIWA's engagement in FCV-affected areas

Introduction:

This note describes the Cooperation in International Waters in Africa (CIWA) program's Fragility, Conflict, and Violence (FCV) Framework. The objective of the CIWA FCV Framework is to provide World Bank Task Teams step-by-step guidance to enhance effectiveness of CIWA-funded activities in FCV-affected areas. It provides background information on CIWA's engagements in water cooperation, resources, and references for building a relevant project narrative and a methodology for systematically applying conflict sensitivity to project design. Figure 1 illustrates the CIWA FCV Framework's three-step process. CIWA Task Teams will use the CIWA FCV Framework Template (Annex 1) to capture the information relevant to the intersection between FCV and the development objectives of CIWA's operations.

1. CIWA and FCV

CIWA is a Multi-Donor Trust Fund that supports Sub-Saharan Africa's (SSA) governments to realize sustainable, inclusive, and climate-resilient growth by addressing constraints to cooperative management and development of transboundary waters. The program strengthens water resources development, management, and regional cooperation to increase productivity, security, and sustainability across the region.[1] CIWA works closely with governments, river basin organizations (RBOs), regional economic communities (RECs), and other stakeholders through both World Bank-executed and recipient-executed activities, under three types of engagements: i) sustained engagements with priority basins to strengthen foundational elements such as data systems, policy and legal agreements, institutions, and investment and operation plans; ii) strategic engagements to contribute to high-impact projects through analytical efforts, capacity building, and technical assistance; and iii) knowledge generation and management initiatives to strengthen the evidence base to cooperatively manage international waters.

CIWA continued to deepen its support to countries affected by FCV and remains engaged in four high-priority FCV-affected regions—the Horn of Africa, West and Central Sahel, Lake Chad, and the Great Lakes. FCV is one of CIWA's key cross-cutting development priorities, along with gender equality and social inclusion, resilience to climate change and biodiversity conservation. There is direct but complex interplay between FCV, GESI, climate change, and biodiversity that requires unsiloed approaches to development, and transboundary WRM/D exists at the intersection of these. In particular, GESI is a central platform of CIWA's work. This Framework therefore recognizes that women and other vulnerable populations tend to be more negatively affected in FCV contexts and are often underutilized change agents in FCV.

The challenging landscape for water resources management and development (WRM/D) in SSA is exponentially greater in countries experiencing FCV.[2] CIWA works in many FCV-affected countries in SSA included in the World Bank's *FY24 List of Fragile and Conflict-affected Situations* (See Annex 2). The *World Bank Group Strategy for Fragility, Conflict, and Violence 2020-2025* and the *Bank Policy on Development Cooperation and Fragility, Conflict, and Violence* are the key documents that guide the World Bank's engagement in FCV.

Transboundary waters management is significantly more challenging in FCV-affected areas. FCV may result in loss of life and destruction of assets; threaten security; contribute to political, social, and economic disintegration; impede efforts to end extreme poverty; exacerbate environmental impacts; weaken sources of resilience; and forcibly displace people.[3] FCV has a different impact on women, men, girls, and boys with women and girls tending to be impacted more negatively. FCV tends to exacerbate gender disparities in education, health, economic participation, voice, and agency. It can also result in higher levels of gender-based violence against women and girls both in conflict and post-conflict situations. In these contexts, institutions tend to be weaker, infrastructure and data-driven knowledge and information are scarcer; RBOs and RECs face distinctive security challenges; implementation arrangements are more costly; monitoring and evaluation of activities are significantly more challenging; large numbers of forcibly displaced people often pose additional pressures on the use and management of surface and groundwater sources, and field access to some areas by government, development, and humanitarian actors is severely restricted. Armed conflict from both non-state and state actors, the presence of criminal groups, and landmines and explosive remnants of war make CIWA's work in FCV areas substantially more complex. Climate change and weather shocks such as droughts and floods can exacerbate ethnic or communal friction and violence and increase transboundary water disputes.[4] Water agreements are frequently not climate change-sensitive or 'climate-proofed.' If water agreements are not climate-proofed, they can become obsolete as climate change will continue to drastically change the multi-year averages of flow (in volumetric terms) on which these agreements are frequently based.

The objective of CIWA's FCV Framework is to enhance the program's effectiveness in contexts affected by FCV by providing key resources and a concise framework to identify the relevant drivers of FCV and their links to project elements, manage and minimize risks throughout operations lifetime, and do no harm. This effort responds to CIWA's commitment to increase support to clients affected by FCV, guided by the pillars and principles embedded in the World Bank Group Strategy for Fragility, Conflict and Violence (2020-2025).[5]

[1] https://www.ciwaprogram.org/about/
[2] SIPRI and CIWA 2022. Water Cooperation in the Horn of Africa: Addressing Drivers of Conflict and Strengthening Resilience. Stockholm: SIPRI.
[3] World Bank 2022. Bank Policy on Development Cooperation and Fragility, Conflict, and Violence. Washington DC: World Bank.
[4] Crisis Group, 2022. Investing in Climate Adaptation and Resilience as a Bulwark Against Conflict. New York: ICG.
[5] Bousquet, Franck and Sara, Jennifer, 2020. Breaking the vicious circle of fragility and water insecurity. Washington DC: World Bank.

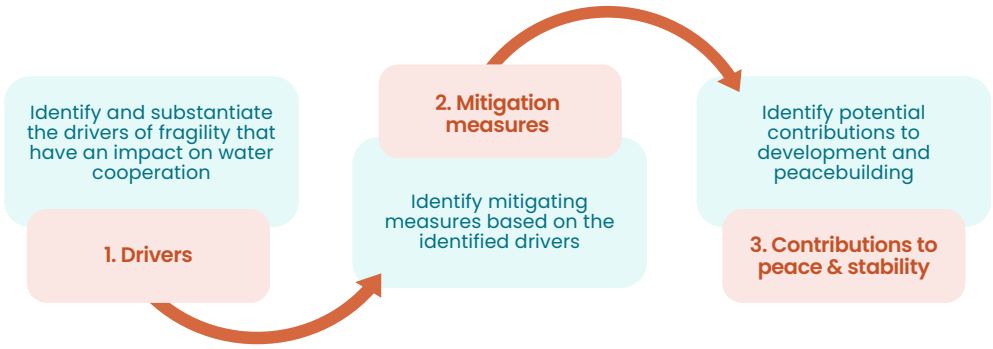


Figure 1: CIWA Framework: Analysis, Actions, and Contributions to Peace

2. World Bank approach to FCV

In 2021, the World Bank launched the World Bank Group Strategy for Fragility, Conflict, and Violence 2020-2025[6] with the objective of enhancing its effectiveness in supporting countries to address the drivers and impacts of FCV and strengthen their resilience. The Strategy, which is critical to achieving the World Bank's mission of creating a world free of poverty on a livable planet, set out a new framework for understanding FCV and a robust set of measures to increase the effectiveness of the World Bank's development support to both low- and middle-income countries that are dealing with diverse challenges across the FCV spectrum, including high levels of violence, shocks from forced displacement, and subnational conflict.

An essential premise of the Strategy is that, given the diversity of FCV challenges, there is no one-size-fits-all approach. Operating in FCV settings is challenging because of often rapidly changing circumstances, differing levels of insecurity, fragile and volatile political situations, macroeconomic instability, low institutional capacity, a weak enabling and investment climate for the private sector, higher risks of violence against vulnerable populations, and significantly higher risks and costs of engagement.[7] The Strategy's four pillars of engagement are designed to strengthen the World Bank's Environmental and Social Framework (ESF) and address challenges across the full spectrum of FCV: Pillar 1—Preventing violent conflict and interpersonal violence, Pillar 2—Remaining engaged during crises and active conflicts, Pillar 3—Helping countries transition out of fragility, and Pillar 4—Mitigating the spillovers of FCV. In-line with these pillars, the WBG is increasing its focus on gender equality in FCV, in alignment with the WBG Gender Strategy (2016-2023). Gender inequalities tend to be magnified in FCV settings where harmful gender norms and heightened gender-based violence, including sexual exploitation and abuse, combine with lack of access to health, education, and employment. Because the share of women-headed households tends to increase during and after violence and conflict, promoting economic opportunities for women is key. CIWA prioritizes addressing gender norms that drive inequalities and closing gender gaps in voice and agency in WRM/D.

CIWA has a comparative advantage at the World Bank to working across the humanitarian-development-peace nexus through transboundary WRM/D, which requires integrated long-term development considerations of institutional support and sustainability and to work to reduce the natural resource/economic drivers of conflicts.

The approach Paper Advancing Gender Engagement and Closing Gender Gaps in Fragile, Conflict and Violent Situations, highlights specific challenges and risks from the perspective of gender that need to be taken into consideration. It is equally important to apply a social inclusion perspective by considering the specific risks and challenges faced by vulnerable populations for each context.

The Risk and Resilience Assessments (RRAs) led by the World Bank FCV Group highlight the relevance of transboundary waters in the current fragility scenario[8] and the need to develop granular sector-specific notes to help inform the regional integration portfolio and pipeline and to provide additional detail to Task Teams on how to design and implement FCV-sensitive projects in fragile regional contexts.[9] A 2022 World Bank report, *Defueling Conflict: Environment and Natural Resource Management as a Pathway to Peace*, highlights environment-conflict dynamics to help integrate them more broadly into World Bank interventions in FCV and is key to understanding the development objectives of the CIWA FCV Framework.

In August 2021, the World Bank approved the Development Cooperation and Fragility, Conflict, and Violence policy (FCV Policy). The FCV Policy sets forth the operational framework for the Bank's engagements in FCV situations.[10] Relevant to the scope of the CIWA FCV Framework is that the FCV Policy clarifies that any engagement in peacebuilding activities should be consistent with the World Bank's mandate and based on a robust development rationale, the World Bank's comparative advantage, and core development competencies. It also reinforces that understanding drivers of fragility, sources of resilience, and the way in which they relate to the World Bank's mission of development and poverty reduction is central to the success of its country and regional engagements, analytics, and operational interventions.

[6] [7] World Bank 2020. World Bank Group Strategy for Fragility, Conflict, and Violence 2020–2025 (English). Washington, D.C.: World Bank Group.
[8] The example for Lake Chad can be found here: https://documents.worldbank.org/en/publication/documents-reports/documentdetail/099015001172333847/p17587202888020f209a4f0fc4dbab55ac8
[9] See: Horn of Africa Risk and Resilience Assessment Final Report (internal document).
[10] This Policy replaces OP 2.30 (Development Cooperation and Conflict) and is to be read together with OP 8.00 (Rapid Response to Crises and Emergencies).

3. CIWA's comparative advantage in the transboundary waters-FCV nexus

CIWA is well-positioned to support African governments that are addressing FCV-related challenges as many threats to growth and prosperity are related to transboundary waters (e.g., migration, droughts, food insecurity, etc.). Almost half the globe's land surface lies within international watersheds—made up of 310[11] transboundary waterways. CIWA's nimble operational mechanisms, technical expertise, and convening power makes the program a core resource to address some of their most complex challenges in water security.

CIWAs comparatives advantages for working on TBW in FCV situations-include:

i) CIWA works with diverse implementing agencies and primarily with regional institutions, and therefore can continue WRM/D efforts even in basins where one or more member states are temporarily, intermittently, or even consistently FCV affected. The Nile Basin Initiative has supported the basin through many transitions of member states in and out of FCV, and has even mobilized the recently completed Rusumo Falls hydroelectric station, which is shared by Rwanda, Tanzania, and Burundi, which is an FCV affected country.

ii) Working with regional institutions is an avenue to support all arms of the humanitarian-development-peace nexus especially when national governments are weak or unstable. The Lake Chad Basin Commission is an example of a regional institution that firmly has all three roles. At the World Bank CIWA has a rare comparative advantage to work at the humanitarian-development-peace nexus.

iii) CIWA funding is through a multidonor trust fund, not the International Development Association (IDA), and is not restricted to IDA countries, nor is it restricted to countries whose governments are approved for lending.

iv) CIWA is not regionally siloed and can leverage technical experts from all four World Bank Africa water units.

v) CIWA can (often does) complement recipient executed projects that are complex or are in difficult locations with bank executed grants so that the World Bank team can maximally support implementation and help partner institutions address their weaknesses and enhance institutional sustainability. The example of supporting the government of Somalia through a bank executed grant while, funding the Intergovernmental Agency for Development with recipient executed funding in the HOA-Groundwater Initiative project is one recent example.

vi) Relative to most other mechanisms, CIWA operations occur over longer time-scales and provide sustained support and support that builds on progress from the past work.

vii) CIWA's technical expertise and prioritization of GESI, climate resilience, and biodiversity/conservation as cross cutting themes for operations are necessary to achieve sustainable results in FCV affected situations. Increased climate change-associated hydrological variability will have a significant impact on all dimensions of water use and water management, including greater uncertainty and an increase in extreme weather events such as floods and droughts, which can be at least partly mitigated through the data systems, institutions, and cooperative relationships that CIWA supports. Likewise, gender inequalities are often a root cause of fragility and women's empowerment can contribute to building resilience within countries. Increasing the focus on the drivers of fragility also implies increasing the focus on gender equality.

Women, girls and other vulnerable populations living in FCV settings, are usually more negatively impacted than men and are often unable to participate or lead efforts to address FCV at the transboundary level. In addition to providing technical support to countries to enable them to mainstream gender and social inclusion at the programmatic and institutional level, CIWA is committed to fostering women's participation and leadership in transboundary water institutions where approaches and considerations of the impacts of FCV on local populations can be tackled by fostering transboundary cooperation.

In recent years, the World Bank Water Global Practice has created multiple analytical pieces on the intersections between water cooperation and fragility, many of which have dedicated sections on transboundary waters management. These provide evidence that in fragile contexts, and especially those with legacies of significant tensions over transboundary waters, investment in cooperative transboundary water management can help deescalate tensions, promote stability, and provide resilience to hydrological shocks or river developments that might otherwise act as triggers for conflict.

4. Objectives of the CIWA FCV Framework

The objective of the CIWA FCV Framework is to enhance CIWA's support to African transboundary water resource management and development WB operations by reducing and mitigating risks that have high potential to drive FCV. The specific objectives include:

1. **Not contribute to conflict.** To do no harm, CIWA will purposefully navigate issues to avoid supporting projects that could foreseeably cause or exacerbate conflict. CIWA's projects will exclusively pursue no-regret and win-win opportunities for development.
2. **Contribute to peacebuilding and development**. Through this framework and the ESF operations will identify three components: i) drivers of fragility, ii) mitigation measures, and iii) the operation's contribution to peacebuilding and development.
3. **Generate knowledge.** Contribute to expanding the knowledge base on transboundary waters management, FCV, and peacebuilding.

The specific objectives are closely related and mutually complementary.

[11] Oregon State University 2022. Transboundary Freshwater Dispute Database. College of Earth, Ocean, and Atmospheric Sciences at Oregon State University.
[12] Bousquet, F. and Sara, J. 2020. Breaking the vicious circle of fragility and water insecurity. Washington DC: World Bank.
[13] Cooley, H. and Gleick, P.H. 2011. 'Climate-proofing transboundary water agreements.' Hydrological Sciences Journal 56.4 (2011): 711-718.
[14] Borgomeo, Edoardo, Sadoff, Claudia and De Waal, Dominik, 2017. Turbulent Waters: Pursuing Water Security in Fragile Contexts. Washington, DC: World Bank.
[15] SIPRI and CIWA 2021. Water Cooperation in the Horn of Africa: Addressing Drivers of Conflict and Strengthening Resilience. Stockholm: SIPRI.
[16] De Stefano, L. et al. 2010. Mapping the Resilience of International River Basins to Future Climate Change-Induced Water Variability, Volume 2. Appendices.
[17] Sadoff,C., Borgomeo, E., and De Waal, D. 2017. Turbulent Waters: Pursuing Water Security in Fragile Contexts. Washington, DC: World Bank.

4.1 The three components of the CIWA Framework

This section provides guidance to help CIWA specialists develop a strong narrative that showcases a project's contribution to addressing the identified drivers of fragility that have an impact on water cooperation. Information related to the CIWA FCV Framework's three components discussed above must be captured on the CIWA Framework Form (Annex 1).

- **Step 1: Identification of drivers of fragility**—Identify the drivers of fragility that have an impact on water cooperation in the project implementation area during project preparation.

The drivers of fragility can be identified through a review of existing literature (grey literature, studies produced by governments, UN agencies, think tanks, or research institutes) or through primary research conducted during project preparation.

The World Bank's FCV Group's RRAs, for example, provide an excellent basis for the early identification of both drivers of fragility and sources of resilience that impact water cooperation.

Efforts should also be made to gather information on the specific impacts on women, girls and other vulnerable populations to enable a gender-responsive approach to project preparation and implementation

The drivers of fragility must be listed. Special attention should be dedicated to those drivers of fragility and sources of resilience that can potentially be addressed through the CIWA-funded operation with attention given to the different impacts on women, girls and other vulnerable populations. Table 1 provides a list of general drivers of fragility that impact water cooperation and sources of resilience.[18] The list is only indicative, and CIWA Task Teams are encouraged to identify alternative drivers of fragility and sources of resilience.[19]

Table 1 – Drivers of fragility and sources of resilience (examples)

Drivers of fragility	
I	Armed conflict
II	Breakdown of social contract (including basic water supply and sanitation services)
III	Presence of disputed territories
VI	Presence of pollutants/contaminants (e.g., pulp mills legal case between Argentina and Uruguay)
VII	Country dependence on transboundary rivers and aquifers for its water supply (e.g., dependency ratio)

Sources of resilience	
I	Active RBOs
II	RECs involved in transboundary waters management
III	Active civil society organizations involved in transboundary waters management
IV	Water treaties
V	Climate-change-proofed water treaties
VI	Informal information-sharing mechanisms (e.g., between riparian communities)
VII	Consultation and active engagement of local populations that ensures that the perspectives of women, men and other vulnerable populations are able to participate on an equal footing.

[18] Thislist was developed through a reviewof grey literature on water cooperation and conflict. Some of the drivers of fragility and sources of resilience are defined as indicators of hydro-political resilience and vulnerability (See Wolf, A. 2007. Shared waters: Conflict and cooperation. Annual review of Environment and resources, 32(1),241-269).

[19] EachWorld Bank RRA identifies a setof drivers of fragility and sources of resilience. The CIWA FCV Framework's list was derived from the 2022 South Sudan RRA: Driver 1: The militarized rule has led to a dysfunctional governance, Driver 2: The concentration of power by elites creates a destabilizing impact, Driver 3: Intercommunal violence influences local and national conflict dynamics, Driver 4: A weak justice system perpetuates impunity andviolence, Driver 5: Limited socioeconomic opportunities for youth increase their susceptibility to violence, Resilience source 1: Traditional authoritiesand community organizations, Resilience source 2: Agriculture as a potentialsource of growth, Resilience source 3: Religious actors and faith-based organizations can foster social cohesion, Resilience source 4: The role of women in building resilience.

The three steps are captured in the Framework Template (Annex 1).

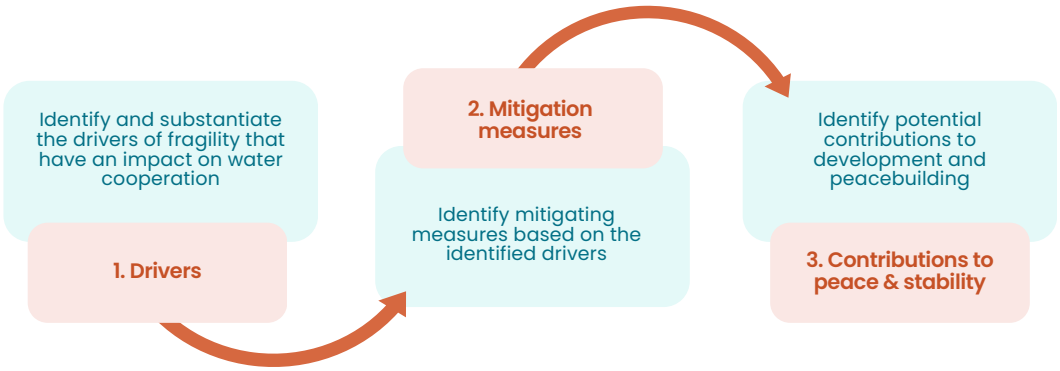


Figure 1: CIWA Framework: Analysis, Actions, and Contributions to Peace

5. Applicability and roll-out throughout the project cycle

Applicability

The CIWA Framework will be applied to both new and ongoing engagements as follows:

New engagements

For new engagements, the Framework will be applied before inception. Task Team Leads (TTLs) will fill out the CIWA Framework Template (Annex 1) of this Note and submit it with the draft Concept Note for review; feedback/guidance will be provided before the Concept Note Review meeting. After approval, the TTL will meet with the CIWA Program Managers and share the CIWA Framework Template for review by the FCV Country Focal Point. The TTL will have two additional check-in meetings with the CIWA Program Managers during the engagement's cycle.

Ongoing engagements

The CIWA FCV Framework will be tested in several CIWA-funded engagements. Based on lessons learned, the Framework will be adjusted and refined to address existing programs and projects.

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7. Annexes

7.1 Annex 1 – The CIWA FCV Framework Template

CIWA FCV Framework Template—New Engagement			
1. Activity information			
Project ID:		**Product Line:**	
Short Name:		**Full name:**	
Project Status: Concept Note		**Completion Fiscal Year:** 2022	
Processing			
Type of engagement	i) Sustained engagements with priority basins ii) Strategic engagements linked to high-impact prospects iii) Knowledge generation and management initiative		
Recipient-executed or Bank-executed:			
Sub-region:	**Country/ies:**	**FCV countries:**	
FCV countries (FCS):			
Requesting Unit: SAEW2	**Team Leaders/s:**		
FCV focal point:			
Responsible Unit: SAEW2			
Practice Area (Lead):	**Contributing Practice Areas:**		
Partnerships (if any):			
Project development objective:			
Alignment with pillar of FCV Strategy:			
Pillar 1 Preventing Violent Conflict and Interpersonal Violence	**Pillar 2** Remaining engaged during crises and active conflicts	**Pillar 3** Helping countries transition out of fragility	**Pillar 4** Mitigating the spillovers of FCV
Alignment with relevant RRAs and/or with development objectives of other country strategy documents [Bullet points are fine			

2. The CIWA Framework
2.1 Drivers of fragility and sources of resilience
[List and provide a brief explanation of the main drivers of fragility linked to the proposed activity. Focus especially on those that will be addressed in the context of the proposed activity. Bullet points are fine. See Table 3 for examples.]
2.2 Mitigating measures
[List of mitigating measures that can contribute to addressing the drivers of fragility identified in 2.1.] *(e.g., strengthen technical cooperation/partnerships between riparian countries, enhance information exchange between two riparian countries, support development of small-scale water infrastructure in borderlands, provide technical assistance to an RBO to manage a transboundary water source more efficiently]*
2.3 Opportunities for peacebuilding
[Identify opportunities for peacebuilding—Are there existing tensions with which this project will intersect? How are those stakeholders involved?]
2.4 Gender Equality and Social Inclusion
[Identify how are women, men and other vulnerable populations impacted differently by FCV through the project. For example, do FCV issues disadvantage certain groups to benefit less from the project? What measures are in place to facilitate equitable and inclusive participation? *Does the project create or exacerbate risks to certain groups? What mitigation measures are being made? How do you know that they are working?]*

7.2 Annex 2: CIWA in FCV Situations

FY23 List of Fragile and Conflict-affected Situations (37)			
Type	**Countries**	**In Africa**	**CIWA operates[20]**
Conflict	Afghanistan, Burkina Faso, Cameroon, Central African Republic, Congo, Democratic Republic of, Ethiopia, Iraq, Mali, Mozambique, Myanmar, Niger, Nigeria, Somalia, South Sudan, Sudan, Syrian Arab Republic, Ukraine, West Bank and Gaza (territory), Republic of Yemen (19)	Burkina Faso, Cameroon, Central African Republic, Congo, Democratic Republic of, Ethiopia, Mali, Mozambique, Niger, Nigeria, Somalia, South Sudan, Sudan (12)	Burkina Faso, Democratic Republic of Congo, Ethiopia, Mali, Somalia, South Sudan (6)
Institutional and social fragility	Burundi, Chad, Comoros, Congo, Republic of, Eritrea, Guinea-Bissau, Haiti, Kiribati, Kosovo, Lebanon, Libya, Marshall Islands, Micronesia, Federated States of, Papua New Guinea, São Tomé and Príncipe, Solomon Islands, Timor-Leste, Tuvalu, Venezuela, RB, Zimbabwe (20)	Burundi, Chad, Comoros, Congo, Republic of Eritrea, Guinea-Bissau, Libya, São Tomé and Príncipe, Zimbabwe (9)	Burundi, Chad, Sudan, Zimbabwe (4)
Total	**37**	**21**	**10**

[20] This is a list of CIWA's active country engagements in FCV-affected countries at the end of FY23, which will change in subsequent fiscal years as various interventions are introduced and closed.

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