Federal Ministry
for Economic Cooperation
and Development

Core Area Strategy

Peaceful and inclusive societies

Contents

List of abbreviations

AU	African Union
BICC	Bonn International Centre for Conflict Studies
BMZ	Federal Ministry for Economic Cooperation and Development
CPS	Civil Peace Service
EU	European Union
FriEnt	Working Group on Peace and Development (German: *Arbeitsgemeinschaft Frieden und Entwicklung*)
G20	Group of Twenty (major industrialised and emerging economies)
GCM	Global Compact for Migration
GIZ	Deutsche Gesellschaft für Internationale Zusammenarbeit (GIZ) GmbH
HDP	Humanitarian-development-peace nexus
IDOS	German Institute of Development and Sustainability
IDP	Internally displaced person
IFSH	Institute for Peace Research and Security Policy (German: *Institut für Friedensforschung und Sicherheitspolitik*)

OECD	Organisation for Economic Co-operation and Development
PRIF	Peace Research Institute Frankfurt
SDGs	Sustainable Development Goals
SI GA	Special Initiative "Displaced Persons and Host Countries" (German: *Sonderinitiative Geflüchtete und Aufnahmeländer*)
SWP	German Institute for International and Security Affairs (German: *Stiftung Wissenschaft und Politik*)
TC	Technical Cooperation
UN	United Nations
UNDP	United Nations Development Programme
UNHCR	United Nations High Commissioner for Refugees
WFP	World Food Programme

1 Executive summary

Peace and social cohesion (peaceful and inclusive societies) are of vital importance when it comes to ensuring that states and societies can achieve their development goals in a way that creates prosperity and prospects for all population groups. Peaceful, just, and inclusive societies and the Sustainable Development Goals (SDGs) of the 2030 Agenda are inextricably linked. This is why "Peaceful and inclusive societies" is the first of six core areas of German development policy.

Russia's war of aggression against Ukraine has destabilised the European peace order and brought Germany to a political turning point. As a result, the promotion of peace and social cohesion has taken on greater significance as an objective and a task of German development policy. Development policy is sustainable security policy, as it addresses the structural causes of crises and violent conflict and works to prevent them. Germany's National Security Strategy[1] states one of Germany's interests as "fostering peace and stability worldwide and championing democracy, the rule of law, human development and participation by all population groups as a prerequisite for sustainable security" (2023, p. 21). The strategy also sets out the policy of Integrated Security.

Germany's security is linked in a myriad of ways with that of other regions of the world. This Core Area Strategy lays the foundation for a bilateral and multilateral development policy that fosters peaceful, just, and inclusive societies and promotes human security – in our partner countries, in Germany and in Europe. It provides the conceptual and strategic framework for the work of the German Federal Ministry for Economic Cooperation and Development (BMZ) in the core area "Peaceful and inclusive societies".

Multiple crises in the BMZ's partner countries mean there is a need not only for a social-ecological transformation, but also for long-term efforts to promote peace, security and social cohesion. The core area "Peaceful and inclusive societies" contributes to the BMZ's development priorities through the following approaches:

→ **Establishing feminist development policy:** The BMZ's feminist development policy aims to eliminate discriminatory structures in order to build a society which enables equal participation by all people. The Women, Peace and Security agenda (launched with the adoption of UN Security Council Resolution 1325) is an integral part of this policy and seeks to include women and disadvantaged groups on an equitable basis in all phases of crisis prevention, conflict management and peacebuilding. Societies will only be able to address conflict through peaceful means and master crises if opportunities for participation and self-determination are provided and guaranteed to all their citizens.

→ **Pushing back poverty, hunger and inequality:** Armed conflict, disasters and protracted crises pose a risk to food production; the resulting hunger and high food prices exacerbate existing inequalities. If food security is to be achieved and poverty and hunger are to be pushed back, then peacebuilding measures must also be deployed to eliminate the root causes of conflict, such as structural inequality, in the long term.

→ **Forging ahead with "just transition":** For countries already affected by fragility, conflict or acute crises, climate change can be an additional risk factor and conflict driver, as fragile states have barely any capacity to tackle the consequences of the climate crisis. Combining measures for boosting climate resilience with peacebuilding initiatives is the only way to bring about lasting socio-ecological transformation.

→ **Strengthening global health and bodily autonomy:** Individuals can only focus on peace and sustainable development if they are insured against existential risks such as illness, loss of income and climate shocks. Crisis and conflict also jeopardise the performance of health systems. This is where development policy comes in, helping to boost social cohesion and societal resilience, transform conflict, and promote peace and human security.

Our overarching objective within the core area is to foster peaceful and inclusive societies, provide equal access to justice for all, and strengthen effective, accountable and inclusive institutions at all levels. In the field of displacement and migration in particular, we take a comprehensive approach geared towards development, human rights and gender equality. This Core Area Strategy covers three areas of intervention:

Area of intervention 1 "Good governance" is intended to boost societal cohesion. We want to help ensure the protection of human rights and basic freedoms, equal access to justice for all, an administration and judiciary based on the rule of law, democratic participation, and inclusive, participatory and representative political processes and decision-making. The BMZ also intends to support the establishment of effective, accountable and inclusive institutions at all levels; ensure free media, an open and inclusive internet, and access to information; reduce corruption and illicit financial flows; increase state revenues; bolster public finances; and drive the digital transformation. Good governance is the basic prerequisite for effectively implementing our development priorities outlined above.

Area of intervention 2 "Peacebuilding and conflict prevention" sees us working to promote a comprehensive peace that permits sustainable development and a dignified life.[2] In the first instance, the focus is on preventing armed conflict and other forms of violence (including sexual and gender-based violence). Preventing crises and violent conflict is the top priority in all of our peacebuilding efforts. To this end, we address the structural causes of conflicts wherever they are intensifying, escalating or resurfacing. We work at all levels of society to support those who are seeking to resolve conflicts peacefully and constructively, and who wish to help bring about justice and reconciliation. We consider the elimination of gender-based violence and discrimination to be a key factor when it comes to conflict prevention. Other indispensable elements include protection and respect for human rights, equal access to justice, and inclusive participation for all popula-

tion groups. We apply crisis-management measures in acute situations to boost the resilience of people, local structures and societies in the face of violent conflict, danger, and crises such as extreme natural or climate-related events (earthquakes, flooding, drought, etc.), resource scarcity, environmental destruction and epidemics. In the context of conflicts and their aftermath, the focus is often on implementing long-term peacebuilding measures to intentionally promote and consolidate what is typically a fragile peace by supporting peace processes, creating peace dividends, and pursuing transitional justice in the form of reconciliation and dealing with the past.

In area of intervention 3 "Displacement and migration" and through the initiative area "Making migration work for development", the BMZ is pursuing a comprehensive, gender-transformative approach geared towards sustainable development and human rights.[3] The goal is to enable refugees and internally displaced persons (IDPs) to live in dignity and safety, afford them long-term integration prospects, and support host countries and communities. Development cooperation promotes safe, orderly and regular migration with an approach that benefits all parties – countries of origin, migrants and destination countries.

Our work in the three areas of intervention supports the 2030 Agenda's peace dimension and the achievement of the Sustainable Development Goals (SDGs). This applies especially to SDG 16 "Peace, justice and strong institutions", but also to SDG 1 "No poverty", SDG 2 "Zero hunger", SDG 5 "Gender equality" and SDG 10 "Reduced inequalities". We are led in our actions here by the 2030 Agenda's guiding principle of "leaving no one behind". Through our efforts in the areas of intervention, we also make a key contribution to achieving the objectives of the Global Compact on Refugees and the Global Compact for Migration, and to realising human rights. We operate in accordance with the goals of the National Security Strategy, the German government's Guidelines on Preventing Crises, Resolving Conflicts, Building Peace[4], and the German government's

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2 See the German government's Guidelines on Preventing Crises, Resolving Conflicts, Building Peace, page 45.

3 Gender-transformative approaches aim to change gender-specific role attributions, power imbalances, structures and social norms, and rules that lead to disadvantage, discrimination and marginalisation so as to achieve (greater) gender justice.

4 Guidelines on Preventing Crises, Resolving Conflicts, Building Peace (www.auswaertiges-amt.de/blob/1214246/057f-794cd3593763ea556897972574fd/preventing-crises-data.pdf).

Third Action Plan for the Women, Peace and Security Agenda (2021 – 2024)[5]. Development cooperation to promote peace and social cohesion offers particular added value in terms of effective long-term peacebuilding. It employs structure-building measures to help strengthen relations between the state and society and promote conflict prevention and peacebuilding. Governments and societies receive long-term support with managing crises and pursuing political transformation processes. The BMZ operates in these contexts in close consultation with the German Federal Foreign Office and other German government ministries. This also involves interministerial coordination to ensure a coherent overall approach to work at the Humanitarian-Development-Peace (HDP) nexus.

In all areas of intervention, we collaborate closely with state and civil-society partners in Germany and our partner countries, as well as with other bilateral and multilateral donors. We always prioritise sustainable development and conflict prevention in our work, and are firmly convinced that prevention is effective, saves lives and is more cost-efficient than any form of crisis response.[6]

A holistic, multi-sectoral and integrated approach is needed to promote peaceful and inclusive societies. This Core Area Strategy is closely linked to the BMZ's five other core areas[7] and its six quality criteria. Together, they contribute to the priority areas of German development policy for this legislative period, namely: strengthening global health and bodily autonomy; pushing back poverty, hunger and inequality; forging ahead with just transition; tackling climate change and its impacts; realising our feminist development policy.

Achieving peaceful and inclusive societies is a long-term goal that will require perseverance. This is where we find ourselves navigating the tension between, on the one hand, promoting our policy goals and values and, on the other hand, working with partners on an equal footing to contextualise this policy for particular countries, ensuring national ownership. The individuals and societies in our partner countries are the only ones who can get the necessary processes under way, inject them with dynamism and ensure their long-term effectiveness.

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5   Security and equal participation for women and girls | BMZ.

6   See Pathways for Peace (2018). Open Knowledge Repository (worldbank.org).

7   The five other core areas are: transformation of agricultural and food systems; sustainable economic development, training and employment; climate and energy, just transition; conserving nature and natural resources, protecting life on Earth; health, social protection and population dynamics.

2 Description and assessment of framework conditions and analysis of the situation

2.1 Main challenges, development potential, megatrends and experience to date

The 2030 Agenda for Sustainable Development, and, more specifically, SDG 16 (promotion of peaceful and inclusive societies for sustainable development), provides the frame of reference for our work on peace-building and social cohesion. The 2030 Agenda emphasises the universal values of peace, human rights, gender equality, democracy and the rule of law. Through its transformative and integrated approach, it creates prospects for the future and helps to promote peace and social cohesion. The European Consensus on Development also underlines the close link between sustainable development and peace, (human) security, humanitarian assistance, climate change and migration when it comes to implementation of the 2030 Agenda. Global challenges such as climate change, the loss of biodiversity and the consequences of the COVID-19 pandemic are increasingly exacerbating inequality, discrimination and poverty, thereby detrimentally affecting social cohesion. These challenges are fuelling conflict over distributive justice and access to resources. The pandemic was a stress test for the rule of law and social cohesion. It hindered progress towards a more just society and reinforced existing fragmentation within society. Several governments have used the COVID-19 crisis as a pretext for restricting parliamentary procedure, the rule of law and media freedoms. Individuals and groups that were already facing discrimination have been particularly hard hit by the pandemic, and there has been a significant increase in gender-based violence. In many regions of the world, climate change and environmental destruction are exacerbating conflict and already giving rise to migration and refugee flows and

disaster-induced displacement. Consequently, the Paris Agreement and the Kunming-Montreal Global Biodiversity Framework recognise the fundamental importance of peace and social cohesion. At the same time, crises such as the COVID-19 pandemic and climate change provide an opportunity to break through the inertia surrounding implementation of the sustainable transformation to which the international community has committed itself in the 2030 Agenda. This dimension of global security and structural policy cannot be tackled without development policy, as the latter supports the necessary transformation processes in all aspects of human security – political, social, economic and environmental.

The digitalisation process fundamentally impacts almost all areas of life at societal, political and economic level. The digital transformation has the potential to make public administrations more transparent and efficient, improve the accessibility of state services, and boost peace and social cohesion. However, digitalisation also poses major risks in all national contexts, including digital surveillance, poor data protection, unequal access to the digital space, a lack of skills in using media and digital tools (digital divide), the promotion of violence (including gender-based violence) in the digital space (hate speech), and false information and disinformation online. Digital solutions can exacerbate conflict if they are not carefully planned, which is why it is always necessary to carefully examine and assess their application.

There are huge challenges globally when it comes to peace and social cohesion. The global conflict dynamic continues to intensify, and with it the challenges to peace and security in Germany, symbolised by what has been termed the "Zeitenwende", a new, watershed era for German foreign and security policy. The past

decade has seen a significant increase in the number of crises and violent conflicts around the world.[8] At the same time, they have become more protracted and recurrent,[9] with a growing number of people suffering as a result. There were 108.4 million displaced persons globally in late 2022[10] – more than double the figure a decade ago. Around 80 per cent of these individuals seek refuge,[11] many times on a permanent basis, in developing countries, which are themselves grappling with fragility and considerable development challenges.

Violent conflicts often set societies back decades in their economic, social and political development within a short space of time. This has been vividly illustrated by the violent conflict ongoing for several years in Syria and Yemen, and by the war of aggression Russia has been waging against Ukraine since 2022, in violation of international law.

Groups and individuals in all their diversity[12] who are marginalised within society are especially vulnerable during disasters, emergencies and crises. Gender is another factor affecting how conflict impacts different groups in society. While sexual and gender-based violence is perpetrated especially frequently against women and girls, it should be noted that boys, men and LGBTQI+ persons who have experienced this kind of violence face particular stigmatisation.

Increasing polarisation within society, nationalist policies, the spread of autocracy and organised crime are all global challenges. The undermining of principles of democracy and the rule of law is jeopardising the dignity and civil liberties of large numbers of people around the world. These trends are not only proving to be an acid test for societies, but are also restricting the activities of institutions set up to facilitate peaceful negotiation processes and achieve social equality. The challenges facing the poorest and most fragile states are especially enormous. Corruption and illicit financial flows deprive countries of funding, rendering them even weaker.

States are considered fragile if they are severely weakened in terms of their legitimacy, their capacity, or their ability to establish a monopoly on the use of force.[13] Much of the population of these countries lives in multidimensional poverty and lacks proper access to essential resources, basic healthcare and education. Pronounced inequality between different population groups, no access to social protection and limited opportunities for political participation all represent additional obstacles to social cohesion. Consequently, the BMZ is working with international, state and non-governmental partners to tackle the structural causes of fragility as part of a multidimensional approach. All development instruments are flexibly applied to take account of risks and challenges in the areas of security, climate change and the environment, economy, policy-making and society as a basis for promoting long-term stabilisation, peace and security.

A feminist development policy offers vital development potential for peaceful and inclusive societies in terms of promoting equal participation for key, but often disadvantaged, social groups. Women and young people must be involved as agents of change and leaders in processes within society that facilitate the creation of lasting peace and social cohesion. A more decisive approach is needed to tackle exclusion and discrimination. This was also the conclusion of the German Institute for Development Evaluation (DEval) in its evaluation "Supporting Gender Equality in Post-conflict Contexts", published in 2021.[14] We thus intend to give greater consideration to gender mainstreaming and, not least through our activities in the core area "Peaceful and inclusive societies", contribute to the BMZ's goal in its feminist development policy strategy of increasing the proportion of

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8   Peace Report 2023 – "Peace Is a Long Way Off" (German only, German title: "Friedensgutachten 2023 – Noch lange kein Frieden"), p. 46.
9   Peace Research Institute Oslo 2020: How Should We Understand Patterns of Recurring Conflict?
10   UNHCR Global Report 2022.
11   UNHCR Global Trends – Forced Displacement in 2020: www.unhcr.org/flagship-reports/ globaltrends/.
12   Children, young people, women, people with disabilities, the elderly, religious, ethnic and sexual minorities, etc.
13   The degree and manifestation of fragility can differ greatly in some cases from state to state. For further information, see: States of Fragility 2022 | en | OECD and State Fragility – German Institute of Development and Sustainability (IDOS) (idos-research.de).
14   www.deval.org/fileadmin/Redaktion/PDF/05-Publikationen/Berichte/2021_Gender_in_Post_Konflikt_Kontexten/DEval_Report_2021_Gender_Equality_Post-Conflict_web_.pdf.

funding focused on gender equality.[15] This also ties in with international agreements, most notably UN Security Council Resolution 1325 and nine follow-on resolutions[16] on the Women, Peace and Security agenda, and UN Security Council Resolutions 2475[17] and 2250[18] with their follow-on resolutions. Consequently, a key pillar of our feminist commitment to peace and social cohesion in future will comprise a greater focus on the correlation between gender and conflict, work to prevent gender-based violence, efforts to support survivors of sexual violence, and greater promotion of gender equality.[19]

Our experience and findings

When operating in situations of displacement, crisis, conflict and disaster and working with (highly) fragile partner countries, we draw on our experience with our development instruments and on findings from evaluations and studies to contextualise our activities.[20] We intend to focus our efforts more strongly on preventing violence at an early stage, addressing the structural causes of conflict and achieving lasting change. Key lessons we have learned for effective approaches include:

→ agree a realistic objective across the German government,

→ combine short-term stabilisation measures with long-term transformative work,

→ integrate bilateral and multilateral measures to contextualise the BMZ's entire range of instrument combinations as precisely as possible for implementing the Core Area Strategy in each setting,

→ employ multi-sectoral approaches with specific components for promoting peace and social cohesion,

→ combine inclusive methods of dealing with the past with a prevention agenda (supporting reform processes to prevent renewed violence and the recurrence of injustice),

→ factor the gender-conflict nexus systematically into our analyses and activities, make our measures gender-responsive, and, wherever possible, help generate a gender-transformative impact,

→ combine the rebuilding of physical infrastructure with societal and political peacebuilding efforts to create an inclusive social structure[21], and

→ combine local (bottom-up) support with national (top-down) approaches.[22]

The DEval evaluation "Effectiveness of German Development Cooperation in Dealing with Conflict Driven Migration Crises"[23] dated February 2021 substantiates the effectiveness of our approaches in protracted displacement crises. It uses a practical example to illustrate how increased income from cash-for-work measures plays a key role in enabling people in the region to meet their own basic needs. The evaluation also points to evidence of longer-term effects in terms of easing tensions within society and promoting social cohesion. In fragile contexts especially, it is crucial to ensure that development cooperation is carried out in a conflict-sensitive manner so as to avoid the risk of additional economic resources exacerbating rather than positively transforming conflict. Another DEval evaluation of German (state) development cooperation

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15 www.bmz.de/resource/blob/153806/bmz-strategy-feminist-development-policy.pdf.

16 UNSCR 1325.

17 UNSCR 2475.

18 UNSCR 2250.

19 Primed for Violence: The Role of Gender Inequality in Predicting Internal Conflict; Links Between Gender-Based Violence and Outbreaks of Violent Conflict – GSDRC.

20 DEval priority topic area report on German development cooperation in fragile states, www.deval.org/en/publications/unter-erschwerten-bedingungen-entwicklungszusammenarbeit-in-fragilen-staaten (German only).

21 World Bank "Building for Peace – Reconstruction for Security, Equity, and Sustainable Peace in MENA"; GIZ, "Building for Peace: Reconstruction for Security, Equity, and Sustainable Peace in MENA".

22 International Initiative for Impact Evaluation "Strengthening intergroup social cohesion in fragile situations " (Systematic Review 46, February 2021): SR46-Social-cohesion.pdf.

23 DEval, "Effectiveness of German Development Cooperation in Dealing with Conflict Driven Migration Crises – Partnerships for Prospects in the Middle East".

in fragile contexts[24] from 2019 attests that the BMZ's strategic policies are indeed being translated into practice in work on the ground. Despite these positive findings, we are aware that there are unique risks attached to the process of investing in the core area of peaceful and inclusive societies in a context of fragility and conflict. Projects do not always achieve their intended outcomes, and individual initiatives sometimes fail. Nonetheless, peacebuilding measures continue to be the absolute prerequisite for sustainable development in our work in contexts of crisis and conflict. They are the common denominator for all three areas of intervention and crucial for achieving a coherent overall impact, including for other topic areas and parameters of German development policy. We work on an ongoing basis in this context to minimise risks by monitoring them continually, using special measures specifically to reduce them and, where necessary, adapting our work accordingly. In complex and fragile contexts, interministerial learning and evaluation play a key role in the effectiveness of our development activities as a whole. Decisive factors here include joint training and seminars for (junior) ministerial staff, for instance at the German Federal Academy for Security Policy (BAKS).

2.2 International context and experience of working with other partners

Germany is one of the largest donors working globally in the areas of good governance, conflict prevention and management, peacebuilding, displacement and migration.[25] It is recognised as a reliable partner for bilateral cooperation in these areas of work,[26] through which it makes key contributions to the 2030 Agenda for Sustainable Development.

At multilateral level, we team up with other German government ministries to work closely with the United Nations. UN organisations also play a key role as influencers, coordinators and implementing agents at the HDP nexus in protracted crises. Thanks to their legitimacy and access to all target groups, UN organisations are particularly well placed to enhance the reach and impact of cooperation work with weak or non-legitimised state structures. Increasingly, we are commissioning several UN organisations (such as WFP, UNICEF and UNHCR) jointly to enable us to implement our approaches more efficiently and effectively across multiple sectors. Operational cooperation has also given rise to a new form of strategic and thematic collaboration, for instance on cross-cutting topics such as resilience, employment, gender equality, children's rights, inclusion, reintegration and psychosocial support. We are engaged in a strategic partnership with UNHCR on the HDP nexus in contexts of displacement and crisis at international and local level. Additionally, we assist UNDP with implementing the SDGs in fragile contexts and ensuring conflict-sensitivity in its planning processes. Our cooperation with UN Women is primarily focused on the MENA region, where we work to promote women's participation in peacebuilding and political decision-making.

24   www.deval.org/de/publikationen/german-development-cooperation-in-fragile-contexts.
25   PRIF "Peace and Development 2020".
26   www.oecd-ilibrary.org/development/oecd-development-co-operation-peer-reviews-germany-2021_bb32a97d-en.

The German government also supports the work of the European Union (EU) in the area of peace and social cohesion. The EU's Global Strategy for Foreign and Security Policy (2016), the new European Consensus on Development (2017), the EU's Integrated Approach to External Conflicts and Crises (2018), and the EU's new Neighbourhood, Development and International Cooperation Instrument – Global Europe (NDICI – Global Europe), which has been in effect since 2021, provide the strategic frame of reference for the BMZ here. Under Germany's Presidency of the Council of the European Union in 2020, the EU adopted the updated Concept on EU Peace Mediation as another instrument forming part of the Integrated Approach. The focus here is on coordinating efforts to prevent and manage crises as part of an inclusive, value-based peacebuilding approach. The BMZ is also involved in joint programming of European development cooperation. The rule of law is a fundamental prerequisite in this context for realising human-rights standards and principles. The updated human rights-based approach for international partnerships in the EU's Neighbourhood, Development and International Cooperation sets the direction in this regard, giving particular attention to contexts of conflict and fragility, as well as to the dimension of gender. Additionally, we are involved in implementing several Team Europe Initiatives on topics such as promoting democracy, combating illicit financial flows in Africa, and promoting security and justice in Latin America and the Caribbean.

Good governance, crisis prevention and management, peacebuilding, and displacement and migration are also key fields of activity for the World Bank and regional development banks.[27] Added to this, public financial management is a principal area of work for the International Monetary Fund (IMF), and we work closely with the Bretton Woods Institutions on the Debt Management Facility.

We are active in a number of networks and initiatives within the Organisation for Economic Co-operation and Development (OECD), where we strive to promote joint donor approaches, procedures and standards, and to encourage the sharing of knowledge on the HDP nexus and promoting good governance. These networks and initiatives include the Network on Governance (GovNet), the Anti-Corruption Task Team (ACTT), the International Network on Conflict and Fragility (INCAF), and the DAC Community of Practice on Civil Society.

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27   For instance, 2020 saw the World Bank Group present its Strategy for Fragility, Conflict, and Violence 2020–2025, documents.world-bank.org/en/publication/documents-reports/documentdetail/844591582815510521/world-bank-group-strategy-for-fragility-conflict-and-violence-2020-2025.

3 Strategic conclusions and overarching focus of German cooperation in the core area in the period to 2028

3.1 German development policy approach

Our efforts to promote peace and social cohesion reflect our value-driven approach and the international responsibility we share to prevent human suffering wherever we can. We consider peace and social cohesion to be an overarching objective of development cooperation. Without them, there can be no sustainable development. Without sustainable development, peace and social cohesion are at risk. Violent conflict and crises can destroy development progress and investment in a short space of time. At the same time, poverty, hunger and inequality are structural causes of conflict that can be specifically addressed and mitigated through development initiatives. In a connected world, risks and threats do not stop at national borders. Consequently, promoting peace and social cohesion in our partner countries also helps to create stability and security in Germany and Europe. It is clear to us that we will only be able to tackle these global challenges effectively if we work closely with our international partners (the EU, multilateral organisations, other donors, civil society), our partner countries, and civil society in the Global South.

We know from our experience in development cooperation which approaches and instruments are especially effective. Our multi-stakeholder and multi-level approach involves and connects different partners within government, civil society and the private sector at national, regional and local level and has proven to be a key success factor for macrosocial change. The Working Group on Peace and Development (FriEnt) is a key platform for this kind of collaboration in Germany,

providing space for dialogue and mutual learning, not least with peace actors from the Global South.

We gear our local work to the needs and capacities in our partner countries, looking to strengthen local ownership in the process. We support local initiatives and particularly effective state institutions as a means of disseminating successful approaches more widely. Some of our partner governments are also parties to conflict, which is why we operate in a context- and conflict-sensitive manner and support civil-society organisations and marginalised groups with promoting social and political transformation. This also aligns with our feminist development policy.

Based on our experience, we design and implement our measures with a focus on the particular context, verifiable results and the specific needs in our partner countries. Social and political transformation processes can sometimes exacerbate conflict, especially in fragile contexts. Consequently, thorough risk management, flexibility and adaptability are some of the other key criteria for our project work. This requires a solid understanding of political processes, correlations between socio-economic and environmental issues, and local conflicts, paying particular attention to the nexus between these conflicts and gender relations (gender-conflict nexus). To this end, when it comes to peacebuilding and good governance in particular, we make targeted use of analytical instruments, including brief political and economic analyses and escalation potential analyses (ESKA). For any countries with high or acute potential for conflict escalation, it is also possible to conduct peace and conflict assessments to identify risks, challenges and individual peacebuilding needs as a basis for gearing local initiatives to the

situation on the ground. Additionally, resilience analyses can be commissioned in fragile countries (for the overall portfolio or specific projects).[28] A gender analysis must be conducted for all state development cooperation projects. It is recommended that gender analyses also be conducted for entire country portfolios.

We are guided when working in crisis contexts by the HDP nexus. To ensure a coherent overall approach to our work, we coordinate closely with other German government ministries. One example is our interministerial concept for joint analysis and coordinated planning (GAAP) with the Federal Foreign Office. Joint context assessments, an agreement on collective outcomes and joint monitoring/evaluation of results are integral components of such analysis. In practice, addressing the HDP nexus involves working from the outset to draw up coordinated plans, define common goals and integrate humanitarian assistance with approaches for stabilisation and medium- to long-term transformative development cooperation in all areas of engagement, including peacebuilding.[29]

This kind of bridge-building is a particular strength of development policy. We aspire to use our broad range of instruments in a consistent manner to integrate different approaches within a development cooperation context on the basis of local needs. In addition to the aforementioned multilateral instruments, as well as general Technical Cooperation (TC) and Financial Cooperation (FC), these include:

→ Transitional Development Assistance (TDA) and the Special Initiative "Displaced Persons and Host Countries" as the BMZ's flexible crisis instruments. They create key points of transition from emergency aid to strengthening resilience and building structures, and in so doing make a key contribution to social cohesion and peacebuilding. TDA is employed in four main areas to boost the resilience of people and local structures: food and nutrition security, disaster risk management, rebuilding basic infrastructure and services, and peaceful and inclusive communities. The Special Initiative "Displaced Persons and Host Countries" will also offer rapid and targeted assistance in situations of acute and protracted

displacement in future. It creates prospects for refugees and IDPs by promoting employment, offering educational opportunities and psychosocial support, and assisting host communities as a contribution to conflict prevention. The Special Initiative is an expression of political solidarity with host countries as part of efforts to improve the division of labour at international level.

→ Non-governmental development cooperation and the promotion of civil-society initiatives also play a key role here. This is especially true in fragile and crisis-hit countries, where state institutions and services are often extremely limited. Using BMZ funding, political foundations, church-based organisations and private executing agencies make key contributions to strengthening democracy and human rights, peacebuilding, promoting civic spaces and inclusive political and social participation in partner countries.

→ The Civil Peace Service (CPS) works with local partner organisations to establish the foundations for lasting peace. The CPS promotes social change for non-violent management and transformation of conflicts and aims to address their structural causes in the interests of finding long-term solutions.

We intend to continue promoting this pluralist use of instruments and at the same time, not least through this Core Area Strategy, integrate the measures at country level more effectively with our multilateral activities. For states particularly affected in different areas by fragility, crisis and violent conflict, the BMZ enables flexible use of all available instruments to effectively overcome the structural causes of these issues. Additionally, promoting peace and social cohesion at all levels is an interministerial task of the German government and part and parcel of an integrated security policy. It is essential for all German government ministries involved to work together on a coherent basis, especially in contexts of crisis, where diplomatic, military, police and development actors are all operating simultaneously. This Core Area Strategy forms part of this approach, the primary document being the National Security Strategy. Other key documents

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28 We use these instruments to keep improving our analytical methods in fragile contexts, as recommended, for example, in the DEval evaluation of German (official) development cooperation in fragile contexts.

29 BMZ, "The humanitarian-development-peace-nexus in practice".

include the German government's Guidelines on Preventing Crises, Resolving Conflicts, Building Peace, and the interministerial strategies developed in this context on security sector reform, rule of law and transitional justice. All these documents are supplemented by the BMZ's feminist development policy strategy and the German government's Action Plan for the Women, Peace and Security Agenda.

3.2   Development policy objectives

Our work to promote peace and social cohesion is based on a comprehensive understanding of peace as more than simply the absence of violence. The aim is to establish a sustainable peace order based on the guiding concept of a positive peace. This encompasses: social justice; gender equality; political, economic and social participation; environmental responsibility; the rule of law; respecting, protecting and fulfilling human rights; and tackling the structural causes of conflict and forced displacement.[30] For us, social cohesion is about close social relationships (trust, acceptance of diversity, social networks) and a fundamental sense of affinity with a community (sense of belonging, willingness and opportunity to participate). Other key elements include constructive state-society relations (confidence in state actors, institutions and processes, political participation) and a focus on the common good (solidarity and a willingness to help others). Social cohesion is thus manifest between individuals and individual groups (horizontal dimension), and between state and society (vertical dimension). Both dimensions are essential when it comes to working together to resolve conflict peacefully and to achieving economic and social development. In this way, development potential is fostered and prospects are created for all population groups.

In line with this understanding, our overarching objective is to foster peaceful and inclusive societies, provide access to justice for all within the rule of law, and strengthen effective, accountable and inclusive institutions at all levels. To this end, we take a comprehensive approach geared towards development, human rights and gender equality, particularly in the area of displacement and migration.

In so doing, we are supporting the 2030 Agenda's peace dimension and following the vision of SDG 16 for "Peace, justice and strong institutions". At the same time, our work in this core area contributes to the achievement of other SDGs, including SDG 1 "No poverty", SDG 2 "Zero hunger", SDG 5 "Gender equality" and SDG 10 "Reduced inequalities". We are led in our actions here by the 2030 Agenda's guiding principle of "leaving no one behind". More specifics on the contribution made by German development cooperation to these SDGs are contained in the approaches and instruments of the three areas of intervention (see section 4). The priorities and needs of our partner countries are decisive in this context. It is not necessary to address the specified fields of activity in full in every context, but rather they should be selected and weighted in consultation with partners. To ensure consistency in development cooperation and promote sustainable peace and social cohesion, it is essential to combine the measures in this Core Area Strategy with the five other core areas of German development cooperation.

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30   German government's Guidelines on Preventing Crises, Resolving Conflicts, Building Peace, 2017, page 45.
www.auswaertiges-amt.de/blob/1214246/057f794cd3593763ea556897972574fd/preventing-crises-data.pdf.

Quality criteria

Quality criteria are our hallmark of value-based, sustainable and forward-looking development cooperation. We currently have six quality criteria, which are also observed for the measures in all core areas: human rights, gender equality, and disability inclusion; poverty reduction and inequality reduction; environmental and climate assessment; digital technology ("digital by default" approach); anti-corruption and integrity; conflict sensitivity (Do No Harm approach).

This means that development cooperation projects must be designed with human rights, gender equality and inclusion in mind. They should help to fight poverty, reduce inequality, mitigate corruption risks, and promote transparency and participation. Projects are also assessed for their impact on the environment and the climate. Additionally, digital instruments should be used responsibly and on the basis of need. The quality criterion of conflict sensitivity is especially relevant in the context of crisis and conflict. We pay close attention to the interplay between our development activities and local conflict situations, adjusting our measures wherever we run the risk of inadvertently exacerbating or prolonging existing conflicts (Do No Harm approach). Even aid contributions to peace and social cohesion are not conflict-sensitive by default, but must be designed and implemented accordingly. Consequently, a conflict-sensitive approach always also involves exploiting the full peacebuilding potential of our measures.

4 The future direction of Germany's development co-operation in the three areas of intervention: strategic policy orientations, specific objectives for each area at impact level

4.1 Area of intervention 1 "Good governance"[31]

Area of Intervention 1 "Good governance" has the overarching goal of boosting societal cohesion. We intend to counteract the global spread of autocracy and to promote and protect democracy. Taking our cue from the National Security Strategy, we consider responsible governance, standing up for democracy and the rule of law, and promoting inclusive transformation and reform processes to be key elements of sustainable human security. We want to help ensure that our partner countries offer access to justice for all and a judiciary based on the rule of law, that they facilitate democratic participation, and that they provide for inclusive, participatory and representative political processes and decision-making. We seek to support the establishment of effective, accountable and inclusive institutions at all levels, ensure free media, an open and inclusive internet and access to information, and reduce corruption and illicit financial flows (SDGs 16.3, 16.4, 16.5, 16.6, 16.7 and 16.10). Our good financial governance (GFG) approach also sees us helping our partner countries to strengthen their domestic resource mobilisation and ensure that public finances are transparent, legitimate and geared to development (SDG 17.1), which is a key prerequisite for a just transition. Throughout this area of intervention, we intend to take account of the need for an inclusively and sustainably designed digital transformation in our partner countries in the interests of good governance and constructive relations between state and society.

Any progress in these fields of activity also contributes to sustainable economic development, as legal structures, anti-corruption, financial system integrity and good financial governance are essential for private investment and, by extension, sustainable employment. Promoting good governance at local level boosts societal resilience and facilitates the delivery of better public services. Binding, transparent agreements on state-society relations improve trust and resilience. Additionally, good governance plays a key role in ensuring the effectiveness of sector policies in areas such as land use, the environment, urban development, natural resource governance, water, energy, education and health.

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31 It is also referred to by academics, civil society and other donors as "inclusive governance". The OECD renamed the "Participatory Development/Good Governance Marker" (PD/GG) as the "Democratic and Inclusive Governance Marker" (DIG) in 2021.

Fields of activity in Area of intervention 1 "Good governance"

We assist our partners with mainstreaming the separation of powers, strengthening the justice system, and ensuring access to justice for all citizens (promoting the rule of law; SDGs 16.3 and 16.10). It is impossible to conceive of a properly functioning democratic polity without the rule of law. The rule of law engenders public confidence in the state and contributes to peaceful conflict resolution and social cohesion, and is at the same time a basic prerequisite for granting civil liberties and participation rights. Economic success is also primarily contingent upon the existence of legal certainty for investors, service providers and employees. For this reason, we protect and promote a constitutional, democratic system of government at all levels. This system guarantees the separation of powers through a parliament-controlled executive, an independent and effective legislature that operates with integrity, and other regulatory bodies, such as audit offices. It also affords unimpeded access to justice and ensures that nobody is above the law. Additionally, the system establishes a lawful, accountable, transparent and responsive administration, a police force that protects human rights, and a legislative framework compatible with international law.

To this end, alongside working with the governments of our partner countries and with civil society, we also work directly with judiciaries and parliaments. Our focus in promoting the rule of law is on people-centred justice. Non-governmental agencies and informal mechanisms of dispute resolution can also play a key role alongside the state justice system. When it comes to access to justice, we place a particular emphasis on women and disadvantaged population groups, in line with our feminist development policy. We assist partner countries with drafting and applying legislation that promotes gender equality. And we also facilitate access to justice itself for women and disadvantaged groups. Where appropriate, we leverage digital technology to promote the rule of law.

We are aware of the systems competition with other states and we intend to use the support programmes we offer to our partner countries to pro-actively advocate for our democratic understanding of the rule of law.

We promote and protect democracy and strengthen civil society and independent and free media (promoting democratic and equal participation; see SDG 16.7 inter alia). Trust-based relations between the state and society require that citizens are afforded the opportunity for inclusive and active participation in the political process, in negotiations and in decision-making. Democracy also necessitates political competition and the separation of powers. If there is to be a democratic order and a responsive policy-making process, then it is essential in addition to ensuring free and fair elections, applying rule-of-law principles and safeguarding basic democratic freedoms to also protect the civic space for a critical, diverse and informed civil society, allow the operation of independent media, and facilitate dialogue between the state and society.

We offer support to our partners to assist them with establishing democratic institutions and creating corresponding legislation. We counteract the spread of autocracy by working to promote political participation for civil society and mechanisms of non-violent protest. Digital technologies open up a whole range of possibilities for positively influencing state-society relations and improving state accountability and civic participation, provided these technologies are used in accordance with principles of good governance. The internet offers the opportunity to realise the right to freedom of expression, freedom of association and freedom of information in the digital space. We are committed to ensuring a free, open and safe internet and further strengthening the multi-stakeholder model of internet governance.[32] In this context, we intend to promote media skills (including the ability to deal with misinformation, both online and offline) on an inclusive, non-discriminatory basis, and raise awareness of the need to combat disinformation. To this end, we support free media and (digital) measures for improving political literacy among the general public.

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32 Internet governance (management and development of its infrastructure) is based on the multi-stakeholder model. Germany and the EU are working with the United States to advocate for an internet governed decentrally by multi-stakeholder institutions (= actors from the technical community, the private sector, civil society and government). By contrast, a group of states including China and Russia are seeking to shift internet governance to the International Telecommunication Union (ITU), where decisions are determined by nation states (see David Hagebölling, Internet Governance, DGAP Memo, 29 September 2021).

We are especially keen to improve the political participation of women, younger generations and hitherto marginalised individuals and groups at all state levels. The BMZ supplements this work by supporting key democratic institutions, such as independent electoral authorities and parliaments. This is achieved in the first instance by means of non-governmental development cooperation, primarily via political foundations.

We assist our partners to deliver public services efficiently, transparently, inclusively, responsively and, where appropriate, digitally at all levels (administrative reform and decentralisation; SDG 16.6). Inefficient administration and excessively centralised decision-making present significant obstacles to reform and effective state service provision in many developing countries. Proper division of tasks between the national and sub-national levels and a correctly functioning administration at all levels are key prerequisites for an effective state. This is why we promote decentralisation as and when appropriate. It is essential that corresponding funding and capacities are provided for the transfer of tasks. We support administrative reforms, especially at sub-national level, as municipalities are key executing agencies and regulators of participatory and sustainable development. Decentralisation and the promotion of good governance can defuse conflict at local level by facilitating more transparent, efficient and accessible delivery of state services and social security, in line with need. Any regional differences can also be levelled up more effectively through this approach. In future, we will link the support we provide to municipalities in partner countries more closely with urban (core area 4, area of intervention 3) and rural (core area 2, area of intervention 2) development. We also incorporate measures for supporting municipalities in partner countries through municipal development cooperation in Germany.

We strengthen the self-financing capacities of partner countries and promote development-oriented budget management (good financial governance; SDGs 17.1 and 16.6). The goal is to significantly increase the domestic revenue of administrations in a socially equitable manner with a view to funding a just transition while incentivising environmentally sustainable behaviour. A key part of this endeavour involves making the international tax system development-friendly and implementing the OECD/G20 agreements from 2021 on taxing the digital economy and on introducing a minimum rate of taxation for large enterprises.

Two key pillars of German development cooperation for good financial governance are better mobilisation of domestic resources (primarily through just and progressive tax and contribution systems) and a corresponding fiscal and social policy (SDG 10.4). Also important are aspects of sustainability such as reducing tax subsidies that are harmful to the climate and the environment. To this end, we assist with the management of public budgets and debt, and support parliamentary, governmental and administrative actors involved in drafting and implementing budgets. Efforts to strengthen properly-functioning, independent external audit institutions (such as audit offices and civil-society organisations) also play a key role here.

We strengthen relevant institutions at all levels along the anti-corruption chain in their capacity for effective action and we combat illicit financial flows (SDGs 16.4 and 16.5). Corruption hinders equal access to state services and engenders inequality. The negative impact of corruption is disproportionally higher on disadvantaged individuals and groups. Corruption exacerbates conflict by undermining the state (and security sector) in its ability to function properly and maintain public confidence. It also reduces legal certainty, thereby inhibiting private sector development and foreign direct investment. For this reason, we support a broad range of countermeasures along the prevention, investigation and prosecution chain and promote regional and global networks. We also analyse corruption risks to specific countries and sectors and employ targeted measures at a number of levels (day-to-day, endemic and structural corruption) to minimise these risks. We specifically address gender-based forms of corruption (such as sexual extortion).

Illicit financial flows compromise the integrity of the financial system and by extension, weaken the investment climate. They are a catalyst for corruption and other crimes, and facilitate the funding of terrorism. The National Security Strategy states that illicit financial flows contribute to the destabilisation of the social order. Additionally, they deprive developing countries of the funding they so urgently need for sustainable development. We take a comprehensive approach to combating illicit financial flows that involves prevention, financial investigation and asset recovery at national, regional and global level (following the money). Our focus here is on transparency, accountability, participation and integrity. We support independent media and civil society to assume a

key supervisory role in identifying instances of corruption and illicit financial flows, and holding governments and other actors to account. Alongside this, we work to protect whistleblowers. We collaborate with the private sector in multi-stakeholder partnerships to prevent and combat corruption, seeking wherever possible to achieve a long-term impact in terms of changing the social norms that facilitate corruption. We are also active at international level, joining forces with multilateral organisations to promote the advancement and coordination of evidence-based anti-corruption work.

Approaches and instruments

In cooperation with our partners, we take specific account of governance quality and reform orientation when designing our portfolio. In particular, we intend to make use of the wide range of German development cooperation instruments for the express purpose of protecting democracy and preventing and responding appropriately to the spread of autocracy. Where governments undermine security and the rule of law, we shift more of our cooperation work to the local, non-governmental level and focus to a greater degree on multilateral approaches. In contexts of crisis, displacement and migration especially, we strive to integrate short-term financing models with long-term, reform-oriented, system-building approaches.

At the same time, we strengthen partner governments that are committed to promoting principles of democracy and good governance. It is also possible to provide incentives here through sectoral budget financing, in some cases via donor communities. Scientific evidence shows that such financial reforms promote state accountability, especially when they strengthen and leverage partners' own participatory systems and processes. This provides a considerable boost to audit institutions, enhances the quality of public finance and makes the budget more readily understandable and transparent. Modern policy-based finance also facilitates sectoral reform processes, for instance when it comes to establishing a sustainable financing system for social protection. This kind of financing requires a strong political will to embrace reform and a sufficiently functional state.

We support our partners at multilateral level with implementing international tax and transparency standards within the OECD's Global Forum on Trans-

parency and Exchange of Information for Tax Purposes and via the OECD's Base Erosion and Profit Shifting (BEPS) initiative. When it comes to combating illicit financial flows, we work with partner countries to implement Financial Action Task Force (FATF) standards for preventing money laundering and terrorist financing. And in the area of good governance, we are also involved in intergovernmental organisations and forums such as the International Institute for Democracy and Electoral Assistance (International IDEA), the Justice Action Coalition, and the Team Europe Democracy Initiative. International schemes launched with the help of the BMZ, such as the Addis Tax Initiative (ATI), have significantly shaped international debate. Germany has ratified relevant UN instruments, including the United Nations Convention Against Corruption (UNCAC), and is actively involved in implementing these instruments in developing countries in cooperation with the United Nations Office on Drugs and Crime (UNODC).

4.2 Area of intervention 2 "Peacebuilding and conflict prevention"

The overarching aim of measures in the area of intervention "Peacebuilding and conflict prevention" is to promote a comprehensive and sustainable peace. In the first instance, this entails working to end armed conflict and other forms of physical, psychological and structural violence (such as gender-based and sexual violence) (SDGs 16.1 and 16.2). Societal and political transformation processes are also crucial when it comes to promoting sustainable peace and human security. Another component of this area of intervention is inclusive and equal participation for individuals and population groups in all their diversity, and the elimination of all forms of discrimination (see for example SDGs 16.3, 16.6, 16.7 and SDG 5).

Preventing crises and conflict is the top priority in all of our peacebuilding efforts. We want to play our part in preventing the outbreak of crises and violent conflict, and curbing their escalation, continuation and recurrence. We work in acute crises to boost the resilience of individuals and societies to the impact of violent conflict, extreme natural and climate-related events, environmental destruction, and epidemics. In post-conflict contexts especially, as well as in crisis situations, the focus is on long-term peacebuilding measures. These initiatives seek to consolidate what is usually a fragile

peace by supporting inclusive peace processes, creating peace dividends and addressing past injustices, and to promote social cohesion.

Development policy approaches offer particular added value here in terms of fostering a just and sustainable peace. They address the drivers and structural causes of conflict, place the focus on conflict prevention, and promote human security, societal resilience and democracy. In this way, development policy facilitates a peaceful and inclusive transformation, rather than merely reactively alleviating the symptoms of crises and violent conflict. These goals within the area of intervention are fleshed out by more specific objectives and fields of activity.

Objectives and fields of activity within the intervention area ""Peacebuilding and conflict prevention"

We improve human security for target groups in our partner countries (SDGs 16.1 and 16.2). It is impossible to conceive of lasting peace without human security, which places the focus on the right to a life in freedom and dignity, free from poverty, fear, hardship and despair.[33] We are guided by the German government's National Security Strategy, which establishes the concept of human security as the basis for an extended understanding of security. Human security is sustainable security, incorporating efforts to address the structural causes of conflict (such as poverty and inequality), protection of human rights and inclusive participation for all population groups as key elements of a just and stable peace. Additionally, this aspiration is also a focus of feminist development policy, as it seeks to strengthen the rights of women and marginalised groups within society and dismantle discriminatory power structures. This also includes measures for preventing sexual and gender-based violence and violence against women, men, LGBTQI+ persons, children and young people in all their diversity.

We support our partner countries in effectively preventing crises, armed conflict, violence and discrimination by addressing, reducing and ultimately overcoming their structural causes (SDGs 16.1 and 16.2). The causes and drivers of crises and violent conflict can differ greatly from country to country and region

to region, ranging from state repression and poor or inequitable basic services to social and economic marginalisation, resource scarcity and the consequences of climate change. There is also a mutually reinforcing effect between violent conflict, gender inequality and gender-based violence. Depending on the needs of different population groups, our approach may involve measures and reforms for overcoming discrimination and inequality or initiatives for promoting equal access to economic prospects, incomes and basic services (such as healthcare, education, energy and natural resources). If the causes of conflict are to be overcome, then it is also necessary to intentionally promote and place the focus on political and social participation for all, protection and realisation of human rights, and gender equality (SDGs 16.3, 16.5, 16.6, 16.10 and 5).

We promote social cohesion by fostering strong and inclusive relationships between people and groups (SDGs 16.1 and 16.7).[34] At the same time, we cultivate a **culture of peace** by reducing prejudice, discriminatory stereotypes and gender norms that encourage violence. We place a strong emphasis on addressing factors that exacerbate conflict in the analogue, and more especially the digital space, such as hate speech, polarisation and marginalisation, with a particular focus on gender-based violence. We encourage peace journalism and support human-rights and peace activists. This also includes measures for protecting them from violence, persecution and repression. We promote inclusive participation for children and young people across ethnic divides, and help them develop social skills such as respect, tolerance and non-violent conflict resolution.

We develop skills and potential for non-violent crisis and conflict resolution (SDGs 16.3 and 16.a). Foundational to sustainable and peaceful development is the ability of states and societies to overcome crises, resolve conflicts non-violently and swiftly defuse any instances of (re-)escalation. To this end, we work, for example, to support the design and application of dialogue platforms and locally recognised, gender-responsive, human rights-compliant dispute- and conflict-resolution mechanisms. In this context, digital concepts can also offer a particularly inclusive and participatory option alongside in-person formats. Additionally, we strengthen civil conflict transformation

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33 See the Guidelines on Preventing Crises, Resolving Conflicts, Building Peace, page 83.
34 Horizontal dimension of social cohesion; for activities promoting the vertical dimension (state-society relations), see area of intervention 1.

through peace-education and mediation initiatives. Civil-society groups and organisations, human-rights advocates and religious communities also play a key role here. Through measures for strengthening peace and security structures at regional, national and local level, such as the African Peace and Security Architecture (APSA), we strengthen local capacities to enable rapid crisis response and to facilitate visible contributions to reducing violence and managing crises. This also includes establishing and developing mechanisms and systems for regional crisis-early-warning and disaster-risk management.

We strengthen the resilience of people and structures to the consequences of crises and build their capacity to undertake holistic reconstruction for peaceful societies. We empower people and structures to manage crises themselves and to prepare for dealing with recurrent pressures and risks. The goal is to mitigate negative consequences as far as possible and eliminate them in the long term through structural changes, reform and transformation processes. We bring together a number of sectors to this end. For instance, we link food security, disaster risk management, environmental protection and climate action, climate change adaptation, and employment and income promotion with practical solutions for tackling the structural causes of conflict. In so doing, we design comprehensive crisis- and risk-management measures to be conflict-sensitive, participatory and inclusive, thereby helping to prevent the emergence of new conflicts. We strive to promote reconstruction work for peaceful societies that incorporates physical, societal, social and political approaches in order to build back better, that is, to promote the development of a sustainable peace and a new and inclusive vision for the future.[35]

We support regional, national and local peacebuilding processes and coordinate our efforts with the Federal Foreign Office, thereby helping to bring about inclusive and sustainable political agreements and the consolidation of peace (SDGs 16.1 and 16.7). In accordance with UN Security Council Resolutions 1325 and 2250 (and their follow-on resolutions), we place a particular focus here on facilitating participation for women and persons with disabilities, promoting young people as peace actors, and shaping inclusive and gender-transformative peace processes. Integration and transformation processes are a particularly relevant field of activity in post-conflict situations, as they enable societies to regain their political, social and cultural bearings. To this end, through implementing the Interministerial Strategy to Support "Dealing with the Past and Reconciliation (Transitional Justice)"[36], we support reparations and truth-finding initiatives, and measures to prevent impunity.

In the long term, these approaches will contribute to strengthening cultures of remembrance and behaviours that foster peace and to preventing the repetition of past injustices. The Global Learning Hub for Transitional Justice and Reconciliation is a key partner in this context.[37]

The breadth of these fields of activity illustrates the need for different approaches to peacebuilding, depending on context and needs. It is often necessary here to combine measures that have a specific peacebuilding scope with approaches from other development sectors to achieve a transformative impact. This applies to reducing poverty and inequality, to promoting good governance and gender equality, and to other areas such as education, healthcare, food security, and the protection of natural resources and livelihoods. It is therefore crucial to identify peacebuilding potential and leverage it systematically through development cooperation.

Approaches and instruments
We operate in a number of countries in which conflict has not (yet) emerged or is no longer engaged in openly or violently, but in which societal tensions and other forms of fragility still exist. In these contexts, it is necessary to monitor existing risks and work to prevent any escalation of violence or conflict. The focus is on addressing and eliminating the structural and, in some cases, deep-rooted causes behind risk drivers and potential conflict and violence, and strengthening local capacities for non-violent conflict transformation and disaster risk reduction.

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35 www.worldbank.org/en/region/mena/publication/ and www.giz.de/en/downloads/giz2021-en-Building%20for%20Peace_Transformative%20Reconstruction%20in%20the%20MENA%20Region.pdf.

36 Interministerial Strategy to Support "Dealing with the Past and Reconciliation (Transitional Justice)".

37 transitionaljusticehub.org/.

We also work in countries affected by acute crises and violent conflict. In these contexts, our measures aim to prevent further escalation, achieve sustainable resolution of crises, promote reconstruction work for peaceful societies, and create prospects for peace. We employ a range of approaches and instruments to this end, including Transitional Development Assistance (TDA). In fragile and conflict-hit countries especially, the situation on the ground can deteriorate rapidly. Consequently, in these contexts, we systematically monitor the HDP nexus. It is here that TDA plays a special role as a connective element. In post-conflict countries especially, it must be borne in mind that the risk of a fresh outbreak of violence remains high for a considerable amount of time, requiring us to gear our measures to long-term, transformative peacebuilding from the outset.

While the dynamics of violent conflict, especially when it is over resources, are also determined by external actors, such conflict tends to be a phenomenon that occurs within societies. One of the core objectives of our development policy is thus to strengthen peace actors and support them in their work. A key prerequisite for this is to engage in ongoing dialogue and ensure that local partner organisations are always selected based on the specific setting and local potential and capacities.

In this context, German development cooperation aspires to work with government agencies and strengthen them in their role as legitimate actors. We are guided in our activities here by dialogue with the governments of our partner countries. In fragile states especially, this is often associated with challenges, for instance if state structures are extremely weak or state actors are themselves engaged in violent conflict. For this reason, we also work closely with other partners in these contexts, including representatives of local and international civil society, churches, religious communities and (private-sector) enterprises. Additionally, we partner with regional peace and security organisations, such as the African Union (AU) and its regional organisations, and UN organisations, including UNDP, UNICEF, UNHCR and/or WFP, to implement our projects.

4.3 Area of intervention 3 "Displacement and migration"

The coalition agreement has instigated a paradigm shift in refugee and migration policy, from unilateral agreements to peer-to-peer cooperation with partner countries, with a particular focus on upholding human-rights standards. Taking a development-, human rights-oriented and gender-responsive approach, the BMZ works to afford displaced persons a life in dignity and long-term integration prospects, and to strengthen social cohesion. It supports refugees and IDPs, as well as host countries and communities. The BMZ promotes safe and regular migration in a way that benefits all parties – countries of origin, migrants and destination countries. All the BMZ quality criteria guide our actions here. This is especially true for "poverty reduction and inequality reduction" and "human rights, gender equality and disability inclusion".

In this way, we are contributing to the SDGs of the 2030 Agenda (SDGs 1, 4, 5, 8, 10, 16, 17 and the guiding principle of "leaving no one behind"). The BMZ strengthens gender equality (including LGBTQI+ persons) in contexts of displacement and migration as a central topic in the Third Action Plan of the Federal Government on the Implementation of the United Nations Security Council's Resolution 1325 on Women, Peace and Security. It also places a greater focus on other marginalised groups and individuals (including children and persons with disabilities). The BMZ strengthens the multilateral system by bringing the actors together to improve efficiency and inclusiveness (SDG 17) in implementing the Global Compact on Refugees, and promotes safe, orderly and regular migration (SDG 10.7) for implementing the Global Compact for Migration.

War and persecution are the main causes of displacement, which is why they fall under the Geneva Refugee Convention. The main reasons for migration are a lack of economic and social prospects, the search for a better future and, in the medium term, the impact of climate change. The BMZ is focused on structural approaches in countries of origin. With our crisis instruments for strengthening the resilience of refugees, IDPs and host communities, we are making a key contribution to the objectives of the Global Compact on Refugees. These structure-building support measures protect and promote the human rights of refugees, IDPs and the local population in host regions, create prospects and act early to counteract further con-

flicts that could emerge as a result of taking in refugees and being faced with additional pressure on resources that are already scarce. To this end, we mainstream the principles of non-discrimination, equality of opportunity, participation and empowerment within all our approaches. Our displacement activities also benefit refugees and residents of host communities alike (integrated approach). Transparency and accountability are key prerequisites here for enabling refugees, IDPs, the local population and those involved in managing local conflicts to access information.

Creating long-term integration prospects is one of the BMZ's core competencies and will also require investment in many fields of development cooperation in future. Refugees are often taken in by neighbouring countries or by another region within the same country. These countries and regions frequently face tremendous political, social, economic and environmental challenges themselves.

At the same time, our partner countries must also take ownership for hosting and providing for refugees and IDPs. Through dialogue with these host countries, we work towards removing obstacles to integration, primarily in the labour market, but also within society. In this way, we help states to realise their responsibility to protect refugees.

Supporting refugees and IDPs and giving them long-term prospects is a task that extends far beyond the remit of this area of intervention. Indeed, it is relevant to all core areas and initiative areas. Our crisis instruments (Special Initiative "Displaced Persons and Host Countries" (including Partnerships for Prospects in the Middle East) and TDA) provide a rapid, flexible and targeted means of creating prospects for refugees and IDPs, stabilising host regions and bridging the gap to sustainable development. These instruments supplement bilateral development cooperation in this context.

Fields of activity in the area of displacement

The support we provide strengthens people's basic rights, often as part of multi-sectoral approaches. Displaced children and young people are especially vulnerable, not least in terms of exposure to violence. This is why we advocate for strengthening effective child-protection systems. We also ensure the delivery of education to children and young people, especially those who find themselves in situations of long-

term forced migration and displacement. By providing high-quality educational offerings, we afford children and young people in all their diversity the opportunity to grow and develop healthily and in freedom. Attending school also has a positive impact in terms of equal opportunities for girls and young women. Additionally, it can help to protect young people from being recruited by terror groups, thus strengthening social cohesion at local level (SDGs 4.1 to 4.7). We use development dialogue to advocate for our partners opening up their education systems on a non-discriminatory basis to all children and young people, with and without disabilities, and regardless of nationality and residency status.

We create employment and income opportunities. Vocational training and employment are foundational to people's independence and (re)integration, to their ability to develop prospects for their lives, and to social cohesion. In countries with large numbers of refugees and IDPs, we work to open up labour markets to these individuals to allow them to earn a livelihood. This enables them to contribute to sustainable economic growth in their host countries and takes the strain off public services in those nations. We are careful to promote decent work in order to prevent refugees and IDPs being exploited and discriminated against (**SDG 8, especially 8.3 and 8.5**).

We provide psychosocial support. Refugees and IDPs are exposed to extreme psychological stresses. Loss and (gender-specific) experiences of violence can lead to depression, anxiety disorders and post-traumatic stress disorder. Trauma and experiences of war/violence must be processed at individual and societal level as a basic pre-requisite for effective reconstruction efforts for peaceful societies and government. To this end, we work through specific projects to assist with psychosocial support or integrate this support in training and employment projects, for instance (**SDG 3.4**).

We promote equal participation for women and girls as key players in transformation and peacebuilding processes, and support particularly disadvantaged groups. The Action Network on Forced Displacement: Women as Agents of Change is a key initiative in this regard. It facilitates the sharing of experience and best practice, and contributes to international dialogue on the social, political and economic participation of women in contexts of refugee movements and displacement. We also ensure that specific support is

provided to women refugees, who are often employed under exploitative conditions, and that their rights are strengthened (**SDG 5.5**).

We strengthen the infrastructure in refugee camps and host communities. The arrival of refugees, IDPs and returnees can overwhelm infrastructures in host communities and give rise to tensions. The BMZ supports these communities by establishing and expanding accessible and gender-sensitive infrastructure. All major infrastructure projects in host countries should be examined at the planning stage to determine whether they take account of the concerns of refugees and other especially disadvantaged persons and groups. These projects also use renewable energy wherever possible and are assessed for corruption risks, with mitigation measures employed as required (**SDGs 6.1, 6.2, 7.1, 9.1, 9.3, 11.1 and 11.3**).

We continue to work on a coherent and integrated interministerial approach to internal displacement. The UN Secretary-General's Action Agenda on Internal Displacement advocates for a stronger role for development actors, with a view to creating sustainable prospects for IDPs. Consequently, the BMZ will build on the Action Agenda and the associated UN process to refine and strengthen its internal displacement portfolio.

We strengthen crisis-adapted national systems of social protection to benefit refugees and IDPs. For this reason, we will increasingly encourage our partner countries to design all activities for establishing social protection systems so that they are also open to people in situations of displacement (**SDGs 1.3, 10.2 and 10.3**) and support corresponding approaches.

Approaches and instruments
In the field of displacement, we work with all regions significantly affected by refugee movements and internal displacement, whether regions of origin, transit regions or host regions.

And we also collaborate with a broad range of actors in this field, including state implementing organisations; (local) non-governmental partners, in particular non-governmental organisations (NGOs), political foundations and churches (for instance, on civil crisis-prevention and conflict-transformation projects); municipalities; and a number of UN organisations.

Our crisis instruments facilitate a swift and flexible response to situations involving refugees and IDPs, and are implemented by UN organisations, GIZ, KfW and NGOs. When it comes to designing and delivering projects, it is especially important to conduct joint analysis of humanitarian-assistance and development measures, and plan these measures on a coordinated basis (HDP nexus; see also area of intervention 2). We will work continually to refine the Special Initiative "Displaced Persons and Host Countries" and adopt new approaches. In this way, we hope to strengthen policy dialogue with host countries, not least with a view to opening up access to services for refugees and IDPs, creating more links with climate, environmental and energy topics, and placing a clearer focus on IDPs. Civil-society and municipal structures are to be incorporated more effectively into the BMZ's planning processes.

4.4   Initiative area "Making migration work for development"

The coalition agreement between Germany's governing parties ushered in a paradigm shift in migration policy. With the initiative area "Making migration work for development" the BMZ is applying this shift to the field of development cooperation and supporting the following commitment made by the international community in the Global Compact for Migration: "[…] we recognize that [migration] is a source of prosperity, innovation and sustainable development in our globalised world, and that these positive impacts can be optimized by improving migration governance".

This initiative area is designed to expand the focus on migration to include a development perspective, with a view to bringing about fair migration for sustainable development that benefits everyone (triple win) – migrants (good jobs, safe migration channels), countries of origin (knowledge transfer, less strain on labour markets, remittances) and destination countries (meeting skills shortages). In so doing, this area comprehensively addresses the risks and challenges of (irregular) migration, especially when the migrants are women.

We contribute to Germany's Skilled Immigration Act by promoting regular migration of skilled workers to Germany and Europe, and within other regions of the world, and we assist partner countries with facilitat-

ing the sustainable reintegration of returnees. We work closely in this context with UN organisations (IOM, ILO), the EU (European Commission, European partners) and local civil society (SDG 10.7).

Since mid-2023, we have been expanding centres for migration and development in Egypt, Ghana, Iraq, Morocco, Nigeria, Pakistan and Tunisia, and establishing new centres in Jordan and Indonesia. These centres are being established in conjunction with national partners and build on the work of existing migration advice centres. Through these facilities, we provide a central hub for individuals wishing to use regular migration channels to come to Germany or Europe or to relocate within their own region, and also for those returning from abroad who require support with reintegration. The centres work closely with other projects, a number of them bilateral, in the field of labour migration and training, and pool their approaches. They provide information about pre-integration courses, including for individuals who already have concrete prospects of a period of work in Germany, and match people with vocational training courses if required.

In the field of return and reintegration, we intend to take greater and more targeted account of the needs of returnees, and create opportunities through employment promotion and support for start-ups. We also seek to work more closely with European partners as part of measures such as the regional Team Europe Initiatives on Migration in Africa and the EU's Talent Partnerships.

When it comes to regional mobility, we are building on existing initiatives and expanding our cooperation with the African Union and regional organisations. In this context, we are joining forces with our partners to assist with implementation of the decisions reached at the EU-African Union summit in 2022, and support the realisation of the African Continental Free Trade Area, the Free Movement Protocol, and the Post-Cotonou Agreement. We strive to work closely here with multilateral organisations such as the IOM and the ILO, which have long-standing networks and experience.

We improve the situation of migrants in all their diversity, strengthen the diaspora in its development role and develop strategic partnerships with multilateral organisations (SDGs 8.2, 8.8 and 16.7, Global Compact for Migration, GCM 3, 5, 6, 7, 19, 23).

We put feminist and gender-sensitive migration policy front and centre stage. Key concerns in this context include reducing existing risks of exploitation and abuse (for example, by protecting migrant workers in precarious sectors and situations as part of global care chains), and providing better quality information to facilitate informed migration. Through education, networking, targeted preparation for regular migration channels, and support for economic and social reintegration of women returnees, we ensure that migrants are more empowered and have better opportunities for participation. In these endeavours, we are keen to improve the collection, analysis and dissemination of data, broken down by gender, age, migration status and other factors relevant in the particular national contexts. Research partnerships and findings help us to consolidate our work in the field of feminist migration policy. In this way, we systematically support feminist development policy (SDGs 8.2 and 8.8, GCM 6, 7).

We strive to strengthen the diaspora in its development role and promote multilateral partnerships. Around 22 million people currently living in Germany have a migrant background. Many retain close links with their country of origin (diaspora) and are keen to contribute to its development. For this reason, we support the diaspora in Germany with its development efforts in partner countries, involving it as a development actor in political and strategic processes and funding specific projects. In this way, we are making a key contribution to diversifying the BMZ's donor landscape and working with individuals who have a migrant background, many of them from the Global South. In future, we will continue to engage in power-critical reflection on colonial continuities, not least on the basis of the BMZ's feminist development policy strategy.

We also promote multilateral structures in the field of migration, and the IOM in particular, primarily through contributions to the UN Migration Multi-Partner Trust Fund and by assisting the IOM with establishing the Global Data Institute (SDG 16.7, GCM 19).

We make development contributions to the flanking of skilled labour migration. It is estimated that Germany will require net migration of some 400,000 people each year if it is to avert a significant labour shortage in future. At the same time, many of the BMZ's partner countries have a significant interest in regular migration opportunities, for instance, as a means of easing the strain on their labour markets and also

enabling individuals interested in migrating to obtain work abroad or complete international training. We work to support interested partner countries through approaches for development-oriented labour and training migration.

The BMZ promotes partnerships for training and labour migration between actors in partner countries and in Germany in order to facilitate labour migration for selected professional groups. Approaches include networking, jointly devised cooperation processes and efforts to strengthen vocational training structures in partner countries. By closely involving the private sector in Germany, these partnerships support fair labour migration and placement of trainees and skilled workers from partner countries with German employers. One instrument used in this context is a development-oriented initiative by the BMZ designed to strengthen cooperation with the private sector and thereby generate added value from skilled labour immigration for all involved.

One example of this is an effective approach initiated by the BMZ and the European Commission that facilitates regular training and labour migration between North Africa and the EU. This approach involves more effectively managing regular migration from Morocco, Tunisia and Egypt, strengthening the capacities of the relevant authorities, and improving the framework for regular migration. Trainees and skilled workers are only recruited in sectors in which the partner countries and German businesses have a common interest. The development cooperation sector works closely with the authorities in partner countries to this end. At the same time, the BMZ advises partners on how to manage migration for development and avoid a brain drain (for instance, by improving data sets) (SDG 10.7, GCM 3, 5, 6).

We support partner countries with managing migration triggered by climate change and environmental destruction. In many partner countries, the consequences of climate change are so acute that migration and displacement must also be viewed within this context. Our work here centres on freedom of choice for individuals impacted by climate change. Adaptation and protection measures must be improved locally to avoid a situation where people are forced to leave their homes. Regular and safe migration channels must be made accessible as part of climate change adaptation strategies, with particular support being provided to those who have neither the means to migrate nor any prospects in their home region.

Our work also takes place in the broader context of the core area strategies "Responsibility for Our Planet – Climate and Energy"[38] and "Conserving nature and natural resources, protecting life on Earth". This is also part of our work to reduce global greenhouse gas emissions. If we are to avert or mitigate tipping points for the climate, along with the severe associated consequences in terms of climate change, then these emissions need to be significantly reduced and global temperature rises kept in check. These issues are also associated with risks in terms of conflict over resources and further displacement. We advise affected states on how to manage climate- and environmentally-induced migration and displacement, and we promote the corresponding building and sharing of knowledge. Issues such as power imbalances, differing levels of impact, and the role of women as knowledge-bearers and experts should be afforded greater attention in all areas of work. The topic of climate mobility is currently attracting a great deal of interest from partner countries in the Indo-Pacific region, and we can contribute here to the German government's Indo-Pacific strategy.

We strengthen disaster and climate risk management through such means as regional scenario development, early-warning systems, climate risk insurance, and the protection, restoration and sustainable use of natural resources. We create prospects for individuals and population groups who are living in marginalised regions as a result of climate-induced migration (SDGs 10.7 and 13).

We support migration agreements. We assist the German government's Special Commissioner for Migration Agreements in his task of concluding practical and partnership-based migration agreements, helping to ensure that a development perspective is factored into the process.

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38   www.bmz.de/resource/blob/97122/bmz-core-area-strategy-climate-and-energy.pdf.

Approaches and instruments

In order to achieve the goals of the initiative area, we work at multilateral and EU level, in Germany and in our partner countries. Measures are implemented through global programmes, bilateral cooperation (including within the core area "Sustainable economic development, training and employment" or also as part of cooperation outside the agreed core areas of German development cooperation) and via cofinancing agreements with other donors.

We intend to make the initiative area a key contribution to the Global Compact for Migration, thereby also supporting the implementation and development-oriented design of relevant Team Europe Initiatives in participating partner countries. We are expanding strategic partnerships with multilateral organisations, most notably the IOM, but also UNDP, UNHCR, UN Women, the ILO and the World Bank, and helping our partners to position themselves within multilateral forums.

In the interests of a coherent overall approach, we design our activities in close coordination with other core areas with which there is overlap (particularly "Sustainable economic development, training and employment" and "Climate and energy, just transition"). The BMZ can draw to this end on long-standing experience in promoting the positive, development-oriented effects of regular migration, and on trust-based relationships with partner countries.

With regard to sustainability, and the consideration and design of exit and handover strategies, it should be noted that migration is a politically highly sensitive topic area in which the BMZ has wide-ranging expertise and experience. This includes a comprehensive and forward-looking perspective that also involves taking systematic account from the outset of questions about exit strategy and the handover of services and measures to our partners, and, wherever possible, incorporating the wishes of our partner countries to gear their development-oriented migration policy to their own priorities. For example, we are already preparing at five centres for migration and development to gradually hand over to our partner countries the services we have been financing to date.

In this way, we are taking account of our partners' capacities, which we have enhanced, as well as their wish to assume greater responsibility for shaping projects themselves. EU cofinancing agreements are also playing a growing role at the centres for migration and development (Europeanisation). Additionally, in the interests of greater sustainability, we attach importance to structural effects that deliver long-term benefits for partners. This will see us focus our efforts to promote the development initiatives of the diaspora more strongly on partner countries that have adopted an active diaspora policy themselves. Against this backdrop, we have reduced our number of partner countries in this area from 24 to 14 at present.

5 Measuring success

One of the BMZ's key priorities is to work through our measures to deliver verifiable improvements for people in our partner countries. A whole range of evaluations, supporting research and scientific reviews are already being carried out in each area of intervention of this core area, especially in regard to our activities in crisis contexts. A particular emphasis is placed here on collecting and analysing existing data as the foundation for new evidence, supplemented by ongoing results monitoring, cross-learning and evaluation. On this basis, we are now working with our partners to refine our approaches and gear them to the particular needs in question.

Aware of the methodological challenges involved in measuring the impact and effectiveness of measures within the core area "Peaceful and inclusive societies", we are drawing to a greater extent upon evaluations, supporting research and scientific review. Thanks to our existing processes, such as several DEval evaluations on relevant topic areas, an evidence gap map and systematic reviews, we have gained helpful insights and shone a light on evidence gaps in the core area. We intend to work on an ongoing basis to close these gaps, especially in priority topic areas. To this end, we will work closely with our implementation partners to ramp up existing evaluation processes and intentionally process negative experiences. Interministerial evaluations of Germany's work in fragile contexts and crisis situations are also key in this regard (see the Federal Foreign Office and the BMZ for Iraq, 2020, and the Federal Foreign Office, the BMZ and the Federal Ministry of the Interior and Community (BMI) for Afghanistan, 2023). Building on the findings, these evaluations are foundational for engaging in inter-institutional learning, generating impetus for joint planning and strategic management, and more effectively combining humanitarian assistance, development cooperation and peacebuilding in the HDP nexus. As a ministry, we will work to establish more of these inter-institutional learning processes in future.

In line with the BMZ Guidelines for Evaluating German Development Cooperation, published in September 2021, we are planning to strengthen our monitoring and evaluation instruments and improve long-term results monitoring for German development cooperation in this core area. In this process, we are drawing on our positive working relationship and future cooperation arrangements with IDOS, DEval and other research institutes to establish a common learning agenda. Additional elements include conflict-sensitive implementation and systematic results monitoring at project level. It is in contexts of fragile statehood that project monitoring and evaluation (M&E) are often particularly challenging (owing, for instance, to security risks and lack of infrastructure), but at the same time extremely important. Another key element is regular dialogue among research institutions (PRIF, INEF, IFSH, BICC, SWP), development cooperation actors (such as FriEnt and the OECD) and implementation partners (for instance, the WFP's Round Table on Measuring Peace Performance, the evaluation partnership with UNICEF and peacebuilding work carried out by civil society).

Next steps
2028 will see us launch a joint reflection and evaluation process to review the effectiveness of the Core Area Strategy and its areas of intervention. This strategy will be updated and refined based on the results of this process, which can also be initiated at an earlier stage if necessary.

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