

Crisis Prevention and Recovery: Security in the face of crisis

RECOGNITION is growing that violent conflict and natural disasters are major obstacles to human development and the achievement of the MDGs. As the world enters a new, volatile period, strengthening national capacities for crisis prevention and management will become increasingly crucial. Given its focus on ensuring national ownership in support of capacity development, UNDP has a central role to play in assisting countries in preventing and mitigating the effects of crises, as well as in promoting recovery. The demand for support in crisis prevention and recovery is growing – with most of it in the area of disaster risk reduction – with UNDP working in this area in 83 developing countries in 2008. UNDP has focused its support on crisis risk reduction, assisting post-crisis governance of recovery processes and restoring the foundations for development for crisis-affected communities.

The restoration of security at the community level, the rebuilding of social cohesion and the promotion of reconciliation are essential to durable

recovery in the aftermath of violent conflict. In 2008, UNDP supported a number of countries in fostering post-crisis community security and social cohesion, including the development of national and local capacities for mine action, reducing the availability of small arms and the incidence of armed violence, and supporting the return and reintegration of conflict-affected individuals and groups. UNDP supported a ban on cluster munitions and the Geneva Declaration on Armed Violence and Development, which resulted in the adoption of the Convention on Cluster Munitions, signed by 95 countries.

On average, UNDP responds to a dozen natural disaster or conflict situation crises each year, crises that dramatically transform the work it does in countries, sometimes for years to come as people affected need urgent support to rebuild their lives. UNDP is playing a lead role in the UN system in terms of early recovery planning, a separate but parallel process within any humanitarian setting. A relatively new concept, early recovery addresses a critical gap in coverage between humanitarian relief and long-term recovery – in other words, between reliance and self-sufficiency. UNDP is the lead coordinator of the UN's Inter-Agency Standing Committee Cluster Working Group on Early Recovery, which aims to close the critical gap between humanitarian relief and the onset of longer-term recovery and development.

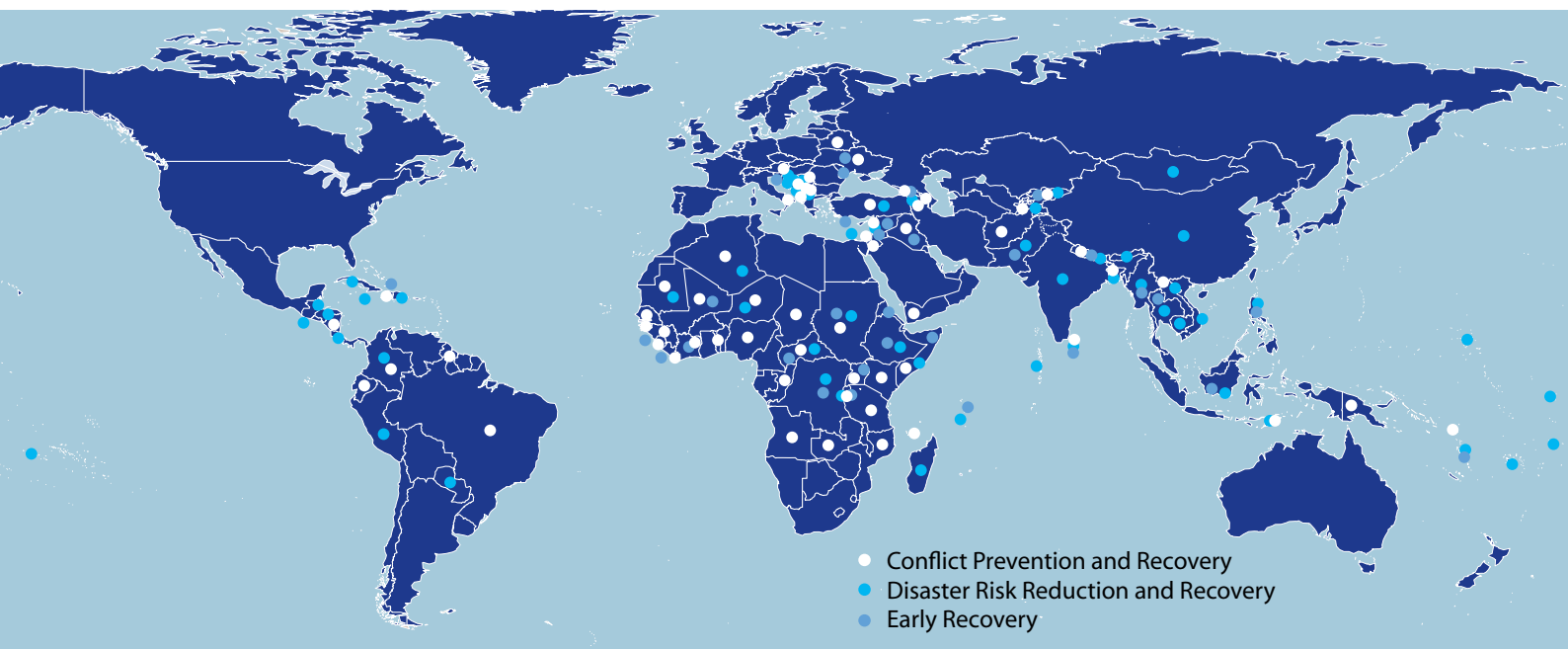
At the country level, UNDP provided early recovery support to 20 countries in 2008. A key focus of this support was on strengthening post-crisis governance by reinforcing government capacity at national and local levels, such as helping communities to regain livelihoods in **Belize, China, the Dominican Republic, Georgia** and **Sudan**; supporting the return and reintegration processes in **Mauritania, Turkey** and **Sri Lanka**; and restoring the rule of law and community security in the **Central African Republic** and **Chad**. UNDP also developed a new global programme on strengthening the rule of law in conflict and post-conflict countries in 2008 that places special emphasis on women's access to justice, institution-building and transitional justice.



UNDP, with support from the Government of Japan, worked with the Iraqi Government to improve electricity supply in the Kurdish Region.

UNDP SUPPORTS CRISIS PREVENTION AND RECOVERY ACTIVITIES IN MANY COUNTRIES 2006–2008

UNDP responds to natural disasters and conflict situations, prioritizing gender equality in all of its recovery efforts.



The boundaries and names shown and the designations used on this map do not imply official endorsement or acceptance by the United Nations. Dotted line represents approximately the Line of Control in Jammu and Kashmir agreed upon by India and Pakistan. The final status of Jammu and Kashmir has not yet been agreed upon by the parties. Appears without prejudice to the question of sovereignty.

Source: UN Cartographic Unit and UNDP

As part of its crisis recovery work in 2008, UNDP trained hundreds of Iraqi officials and created thousands of short-term jobs that indirectly benefited millions of citizens in **Iraq**. It set up a reconciliation programme that included workshops and study tours for Iraqi business, political, CSO and media leaders. In support of the rule of law it created a database of all applicable Iraqi laws since 1917, searchable by anyone with Internet access and trained Iraqi lawyers in its use. Additionally, with the new Government starting to take its place in international affairs, and looking for loans as well as grants, UNDP opened a loan facilitation office; within a short time, the country received a \$140 million loan from Japan for electricity equipment.

Since 1985, UNDP has been working in the Gaza Strip, where it has directly implemented projects worth over \$321 million. Immediately following last December's escalated violence there, **UNDP's Programme of Assistance to the Palestinian People (UNDP/PAPP)** initiated early recovery efforts in Gaza – an area of ongoing instability – that began with distributing food packages to over 30,000 Palestinians and deploying its SURGE early recovery experts (see page 36 for SURGE) to assist in recovery

and reconstruction assessments. Beyond such immediate responses, however, UNDP recognizes that economic recovery is a key element of any successful plan of post-crisis recovery. As a result, it commissioned a household survey in order to understand the recovery priorities of the people living in Gaza as well as signing an agreement with the Palestinian Authority to provide \$50 million to fund cash assistance packages to affected people. Most crucially, perhaps, in recognition of the Gazan economy's heavy reliance on agriculture, UNDP agreed to implement a \$270 million project to fund compensations for damaged agricultural property, with approximately 8,000 farmer households benefitting from the initial phase of the agreement. UNDP/PAPP also has been working with the local government in the occupied Palestinian territories since 2006 to establish a self-sustaining system that transitions hard hit poor families from being recipients of humanitarian assistance to independent providers of income. Specifically, in consultation with the Islamic Development Bank and the Ministries of Social Affairs, Planning and Labour, UNDP helped to identify families in need and to set up a social safety net mechanism through which 189 families received grants and microloans in order to

begin their own self-sustaining businesses; as a result, some families have seen their income rise by as much as \$150 per month.

UNDP believes that it is especially critical to take into account the needs and experiences of girls and women during crisis, and to promote women's empowerment and gender equality in all areas of crisis prevention and recovery. As such, it supports the inclusion and enforcement of laws to protect women; works to provide legal aid, access to justice and legal reforms for women; promotes women's participation and leadership, at both the institutional and community-based level; insists on involving women in all stages of the peace and recovery processes; and strengthens women's education networks.

In the **Democratic Republic of the Congo (DRC)** UNDP is currently supporting the Government in promoting the rule of law and in improving the capacity of local CSOs to develop a network of 150 paralegals and lawyers who specialize in gender-based violence. Additionally, UNDP with the UN Country Team is working with the Government to strengthen its role in preventing gender-based violence in eastern DRC, bringing perpetrators to justice, ensuring survivors receive comprehensive response and redress and building the foundations for the rehabilitation of perpetrators as a way to achieve reconciliation and social cohesion. In **Timor-Leste**, over 700 women participated in the UNDP-sponsored Women in Self-Employment Programme, receiving vital vocational training that allowed them to start their own businesses, contributing to economic recovery and improved conditions for the return and resettlement of internally displaced populations. In **Kosovo**, UNDP's Women's Safety and Security Initiative strengthened the protection of women and girls and advocated for their increased safety. As a result, efforts to combat trafficking are now a key priority of Government and other institutions and have led to the adoption of the national Law Against Domestic Violence and the Strategy Against Domestic Violence.

As climate change forces millions of the world's poorest to cope with its impact, responding to natural disasters is increasingly becoming a key focus in

UNDP's crisis prevention and recovery programming. UNDP is committed to strengthening its support to disaster-prone countries where capacity to manage and reduce disaster risks is currently insufficient. UNDP works with high-risk countries to establish methods of mitigation including early warning systems, building codes or disaster sensitive local development plans.

Fulfilling its role as the main coordinating agency for UN recovery efforts, UNDP worked with FAO, the World Food Programme (WFP) and the International Labour Organization in both immediate and long-term recovery efforts in **Guatemala**, following the widespread destruction wrought by Hurricane Stan in 2005. The UN Post-Stan Joint Emergency Programme supported efforts by the Government of Guatemala and local CSOs in the identification and design of new urban communities that were considered "safe sites" following environmental impact studies. By March 2009, hundreds of families had moved into the towns, all of which were newly built from the ground up, while hundreds more had built new homes on their own plots of land. In total, 2,179 families saw new homes and services rebuilt while 2,300 affected adults returned to the workforce after benefitting from training as bricklayers, electricians, blacksmiths and plumbers. By the end of 2009 another 11 communities and 1,157 new homes will be rebuilt. Meanwhile, the initiative has been expanded to other, non-affected but at-risk communities in four other administrative areas in Guatemala. Finally, the programme's model of disaster-proof housing – double the size of basic housing – has been included as a model of "dignified popular housing" in Guatemala's recently passed New Housing Law.

Immediately following the May 2008 earthquake in **China**, UNDP mobilized support for disaster relief and early recovery activities in collaboration with the Government, including the distribution of shelter materials like tents, quilts, blankets and emergency lights to 315,000 people. Additionally, it supported model participatory planning sessions on reconstruction in 19 communities, a process that is slated to be replicated in 5,400 villages struck by the disaster.

In **Myanmar**, UNDP was the only UN agency with field offices located in the Irrawaddy Delta prior to Cyclone Nargis, which hit the country in May 2008, leaving more than 138,000 dead or missing and 2.4 million severely affected by the crisis. UNDP played a coordinating role with government authorities and collaborated closely with relief agencies including WFP, International Organization for Migration, the UN Children's Fund (UNICEF) and UNHCR in the transportation and distribution of urgently needed relief items. UNDP medical teams also traveled through villages in the Delta, treating some of the nearly 20,000 officially reported as injured. Recognizing the need for advanced planning for longer-term recovery, UNDP has initiated a two-year, early recovery strategy programme in 250 villages that began running alongside emergency relief efforts. The programme has now reached more than 500 villages, with a plan to expand to 750 villages by the end of 2009. UNDP is providing a range of support for the rehabilitation of livelihoods, the rebuilding of community organizations, the reconstruction of buildings and village infrastructure and for disaster risk reduction and preparedness planning at a community and township level.

In 2008, in response to recent natural disasters in the **Indonesian** province of Aceh as well as the signing of peace accords three years ago, UNDP is now implementing an integrated strategy of three related programmes designed to consolidate peace, reduce the impact of future natural disasters and build the foundations for a sustainable economic recovery that benefits all citizens in the region, affected or not. As part of Aceh Partnerships for Economic Development, UNDP worked with the provincial government in, among other things, assessing the potential export demand for coffee and cocoa; establishing a locally-led Coffee Forum as a legal entity to represent the industry in Aceh; distributing 37,600 agricultural tools and equipment to coffee cooperatives and almost 12,000 farmers; and applying an innovative supply chain model which resulted in substantial export orders of some \$10 million. Rural poverty is on the decline in Aceh, and a key compo-



UNDP continues to support communities in Indonesia after the 2004 tsunami. Here workers clear a pond to breed fish.

ment of that decline is the recovery of agriculture to pre-tsunami levels and beyond.

UNDP recognizes that the exchange of resources, technology and knowledge between developing countries – or South-South cooperation – is key to successful development efforts, including crisis prevention and recovery. In **Haiti**, UNDP worked with the Government to implement a successful **Brazilian** model for waste collection activities. The project employs 385 residents in a Port-au-Prince slum to collect and process solid waste, which is then turned into cooking briquettes. As a result, huge piles of trash blocking drainage canals have been removed, a problem that had been contributing to severe flooding.

In order to bring about improved system-wide coherence in terms of crisis response, in 2008 the UN with UNDP and the World Bank agreed to formalize their cooperation in crisis and post-crisis situations, laying out common guiding principles for working with national authorities and other partners. The agreement also called on the World Bank and UN agencies to improve inter-agency communications, strengthen joint planning, increase collaboration on funding and streamline the transfer of financial resources between agencies.

Responding to Crisis in Mozambique

UNDP's work in **Mozambique** highlights both its commitment to a multilateral approach and its ability to work with governments in formulating responses to the multiple crises currently rocking the globe. Since 1976, Mozambique has suffered from at least 45 significant incidences of natural disasters, including floods, cyclones, droughts and earthquakes. In January 2008, while still recovering from the devastating floods of early 2007, Mozambique again experienced a major flood situation, resulting from high levels of rainfall as well as persistent heavy rains in neighbouring countries.

The human cost and economic impact of these disasters has been very high. This

can be clearly illustrated by the 2000 floods, which reduced the GDP growth rate from over 10 percent to less than two percent, with direct and indirect losses estimated at \$488 million. As much as 25 percent of Mozambique's population faces a high mortality risk from natural hazards, and it ranks as the second most geographically exposed country in Africa. UNDP, in cooperation with seven other UN agencies also on the ground in Mozambique, is taking part in a joint programme to strengthen disaster risk reduction and emergency preparedness in Mozambique as part of the "Delivering as One" UN reform movement, which aims to streamline all UN activities, policies



and approaches at the country-level. UNDP has provided technical and financial support and is taking the lead in advocating for a better integration of disaster risk reduction strategies in both national and local development planning. It is also leading a donor working group on disaster risk reduction as well as conducting a study on the socio-anthropological issues in post-flood resettlement processes. Additionally, the initiative – along with Mozambique’s National Disaster Management Institute – has launched a national risk information system to help officials make decisions; prepared a national risk map that highlights vulnerable areas of Mozambique’s geography; and established a

way for Mozambique to systematically compile and analyze disaster losses. Most importantly – and tangibly – the initiative’s success has contributed to a huge decrease in deaths due to natural disasters in Mozambique. In 2008, around 20 people were killed by the combined effects of floods and cyclones. Seven years previously, during a year that experienced a similar bout of natural disasters, that number was 600.

In 2008, increasing food and fuel prices led to riots, raising public concerns in terms of the country’s stability. A special call was made by President Armando Guebuza for assistance in mitigating the effects of the global food crisis on the country. In response to this call, UNDP quickly provided support for a rapid technical assistance action in which it provided essential agricultural equipment and tools to youth agricultural associations as well as farmers in the isolated, drought-ridden southern provinces, including tractors, equipment to increase water irrigation and a rice mill. Already the youth associations have prepared hundreds of hectares of arable land and, with the use of the irrigation equipment, they have stepped up production of rice, maize and cabbage by an estimated 30 percent. On a broader level, the initiative both strengthened and aligned the capacity of the Government and CSOs at national, provincial and local levels to plan, implement and monitor socio-economic development, with a special focus on ensuring people’s access to business and financial services.



A mobile Emergency Operation Centre was set up in Gaza Province to coordinate simulated relief operations in preparation for Mozambique’s next natural disaster.