



BUREAU FOR CRISIS  
PREVENTION AND RECOVERY

ANNUAL REPORT  
2008

# UNDP

UNDP is the UN's global development network, advocating for change and connecting countries to knowledge, experience, and resources to help people build a better life. We are on the ground in 166 countries, working with them on their own solutions to global and national development challenges. As they develop local capacity, they draw on the people of UNDP and our wide range of partners.

Created in 2001 by UNDP's Executive Board, the Bureau for Crisis Prevention and Recovery (BCPR) works around the world to restore the quality of life for men, women and children who have been devastated by natural disaster or violent conflict. Operating through UNDP country offices, the Bureau provides a bridge between the humanitarian agencies that handle immediate needs and the long-term development phase following recovery. Carving stability out of chaos, BCPR continues to seek new ways of preventing conflicts and of doing business — faster, earlier and in riskier situations.

## **UNDP Bureau for Crisis Prevention and Recovery**

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# Overview

The Bureau for Crisis Prevention and Recovery (BCPR) works around the world to restore dignity and hope for men, women and children who have been devastated by natural disasters or violent conflicts. The Bureau, created in 2001 as part of the United Nations Development Programme (UNDP), also works to prevent losses and reverses in development by helping countries to avoid crises, both natural and man-made. Through its support to more than 100 UNDP country offices, the Bureau serves as a bridge between the humanitarian agencies that handle emergency needs and the long-term development actors whose work begins after recovery. Clearing a path from turmoil to stability, BCPR is always seeking new ways of addressing crisis — faster, earlier and in riskier contexts.

This report presents the Bureau's key achievements and lessons learned in 2008. The first three chapters report on the areas of focus in line with UNDP's Strategic Plan 2008-2011: conflict prevention and recovery (Chapter 1), early recovery (Chapter 2) and disaster risk reduction and recovery (Chapter 3).

Chapter 4 explains the significant efforts undertaken to advance gender equality. BCPR's work is guided by the UNDP Eight Point Agenda for Women's Empowerment and Gender Equality in Crisis Prevention and Recovery – a clear and concise strategy launched in 2007 to protect and empower women and girls. In everything we do, we ensure that both men's and women's perspectives are reflected and that their unique needs are addressed. To achieve this, the Bureau dedicates 15 percent of its overall staff time to the implementation of the Eight Point Agenda. The Bureau also allocates a minimum of 15 percent of its resources to gender-specific programmes in crisis countries. For 2008, we are pleased to report that we have exceeded this target by devoting 24 percent of the Bureau's budget to gender initiatives. Implementation of the Eight Point Agenda remains a priority in 2009.

Another key aspect of the Bureau's work relates to partnerships. Chapter 5 highlights the headway we have made in our collaboration with key partners to advance crisis prevention and recovery planning and programming.

Monitoring and evaluation is a central part of our operations to provide timely, effective assistance to UNDP country offices. We monitor and share our results every year against carefully selected annual bureau targets and provide catalytic funding to crisis prevention and recovery programmes based on a thorough vetting process. Chapter 6 of this report presents our progress in this area.

Given the publication date of this report, chapter 7 highlights 2009 initial results in critical crisis prevention and recovery areas. Chapter 8 provides a summary of BCPR's funding and expenditures, while full financial information is available in Annex 1.

# Introduction

**by Jordan Ryan, Assistant Administrator and Director,  
Bureau for Crisis Prevention and Recovery**

At the Bureau for Crisis Prevention and Recovery (BCPR), we are pleased to report on a very successful 2008, even as we are working hard on exciting initiatives now in 2009. We have a range of results-driven programmes in place and solid institutional backing for our plans, all in support of the Millennium Development Goals. We recognize the challenges presented by fresh conflicts and new disasters—as well as the global financial downturn—but we are ready to meet them head-on with even more determination than we showed in achieving our objectives last year.

Before I elaborate upon 2008 successes, I must pay tribute to the woman whose vision brought them about. My predecessor at BCPR, Kathleen Cravero, left the Bureau in February 2009 after four years of insightful and deft leadership. We are all indebted to her for her extraordinary commitment and nuanced understanding of crisis prevention and recovery, and I thank her for her dedicated service. I am honored to assume the position in which she so excelled.

In 2008 we secured landmark cooperation and oversaw robust implementation of critical initiatives. UNDP was gratified by the realization of several efforts that have been years in the making, including the signing by 94 countries of a historic convention banning cluster munitions. Staff from the Bureau worked diligently at conferences on the regional and international levels and through diplomatic channels to secure support for the convention, which will eliminate some of mankind's most heinous weapons from developing countries.

We also achieved significant traction with the Eight Point Agenda for Women's Empowerment and Gender Equality in Crisis Prevention and Recovery. Twenty-four percent of the funding we received was channeled to women's programming, and new initiatives on gender-based violence were rolled out in the Democratic Republic of the Congo, El Salvador, Guatemala, Jamaica, Kenya, Liberia, Mozambique, Papua New Guinea, Sierra Leone, Timor-Leste and Uganda.

Over the course of the year UNDP also enhanced its ability to react to crisis more quickly. Our Immediate Response to Crisis network now includes more than 100 highly trained specialists in areas such as logistics, coordination and resource mobilization. Since January 2008 we have deployed specialists under the initiative to Cameroon, Chad, Gaza, Haiti and Myanmar to address a variety of crises caused by conflict or natural disaster. And while we are proud of our improved ability to respond, we are just as focused on our prevention mandate. Last year we unveiled disaster risk reduction (DRR)

programmes in 12 countries, including Bosnia and Herzegovina, Kyrgyzstan, Nepal and Sri Lanka, and also supported 26 countries in their work to prevent, manage and reduce violent conflicts.

While we are pleased with our accomplishments in 2008, 2009 is off to a promising start, and we are on track to achieve our annual targets in a number of critical crisis prevention and recovery areas. Our first major challenge in 2009 was the conflict in Gaza, which unfolded along with the new year. The 22-day Israeli operation in Gaza displaced more than 100,000 people and destroyed more than 15,000 homes. Development in the Gaza Strip was seriously compromised, and in response BCPR immediately deployed a crisis response planning team to commence early recovery activities. The results of these early efforts were incorporated in the Palestinian National Authorities' appeal for recovery funds, which resulted in more than USD 4 billion in commitments from donors. Since then, UNDP has provided cash assistance to more than 10,000 Gaza families whose homes were either damaged or destroyed.

Elsewhere, UNDP has been active in both post- and pre-conflict scenarios. In the Democratic Republic of the Congo, we are working to strengthen access to justice for survivors of sexual and gender-based violence in North and South Kivu, and we are training police, lawyers and aid organizations in human rights and strategies for addressing gender-based violence. We are also aiding in the fight against such violence in Sierra Leone, where we have worked with the British Council and the International Rescue Committee on an implementation plan for addressing violence against women.

As the civil war in Sri Lanka has come to a close, UNDP is reaching out to the newly peaceful districts still plagued by landmines and other unexploded ordnance. We are establishing early recovery coordination mechanisms, scaling up existing mine action programmes, and planning capacity development to allow for socioeconomic recovery and post-crisis governance.

In addition to these new programmes—and others in countries like Uganda and Tajikistan—BCPR has been concentrating on global initiatives like Statebuilding for Peace, with pilot projects in Sierra Leone and Liberia, as well as our research into violence and male social roles, taking place in El Salvador, Kenya, Kosovo, Liberia, Nepal and Uganda.

Together with the rest of the UN, as well as governments and civil society, UNDP can help countries hampered by conflict and disaster to take meaningful steps toward development. All of us on the BCPR team eagerly embrace the opportunity to be a part of that process and to work effectively to bring hope to those most affected by crisis.







# 1

## Achievements in Conflict Prevention and Recovery

Conflicts not only claim lives and destroy homes, communities and livelihoods, they also sow the seeds of tension for the future. Like hearty perennials, these seeds will blossom again into full-blown violence if left unattended. In more than 40 countries around the world, conflict has ripped through farmland, villages and cities, causing unacceptable devastation. And yet the 35 million refugees and internally displaced people who are survivors will be dealing with the social, psychological and political consequences of violence long after their homes are rebuilt and their fields are replanted.

“Security does not just mean the absence of war, it means human security, food security and security for the family.”

- Barbara Bangura,  
*National Coordinator, Grassroots  
Movement for Self-Reliance,  
Sierra Leone*

One of the key lessons of the past decade is that the costs of preventing conflict are far lower than the costs of rebuilding a society decimated by war. That is why BCPR seeks to identify and respond to existing tensions within a society before it can erupt into violence – claiming lives, subjecting women and girls to sexual violence and erasing hard-won development gains by plunging countless civilians into poverty. Indeed, another lesson of the past decade is that development will not follow if a country is not secure. As long as women are targeted by sexual and gender-based violence, as long as citizens have no access to justice, as long as certain vulnerable groups remain marginalized and discriminated against, any development gains made will be fleeting.

Enabling conflict-ridden countries to prevent, counter and recover from violence and insecurity is an important part of our work. Our role is to catalyze national ownership by allowing national partners to pursue change on their own terms. These ongoing efforts transcend timelines to plant the seeds of peace. They encompass strengthening the rule of law, addressing the security needs of the population, buttressing weak justice systems, and being on the ground quickly to lay the foundation for lasting peace and development.

# CONFLICT PREVENTION AND PEACEBUILDING

## Country support

There are three pillars of UNDP's work in conflict prevention and peacebuilding: (1) preventing electoral violence and supporting political transitions; (2) engaging in dialogue and peacebuilding; and (3) promoting conflict analysis and conflict-sensitive programming. In 2008, UNDP supported 26 countries in their work to prevent, manage and reduce violent conflicts.

UNDP has a vast array of conflict prevention and recovery tools at its disposal. Yet to maximize the effectiveness and usefulness of these tools, UNDP must ensure that the full range of services – among them the rapid deployment of expertise – is readily available to countries in need.

As part of this effort, in 2008, UNDP, together with the Department of Political Affairs, scaled up the number of Peace and Development Advisers in the field. These advisers are the first and only such UN group of experts actively engaged in conflict prevention initiatives. There are currently 26 experts deployed in 21 countries.

## Preventing electoral violence and supporting political transitions

Preventing violence during elections is one aspect of prevention that requires long-term planning. Indeed, without laying the foundations for a non-violent electoral process – such as creating institutions and systems capable of finding peaceful solutions to political conflict – any last minute attempts to minimize violence prior to elections may come to nothing. Yet by engaging with country partners years in advance, UNDP is able to build trust with national and local actors on conflict prevention and peacebuilding, all of which can positively influence a peaceful election process.

In recent years, UNDP has helped many countries, such as Ghana, Guyana, Kenya, the Maldives and Sierra Leone, prevent and limit electoral violence. Results in 2008 continued to demonstrate the value of this work. For example, after thirty years of one-party rule, the **Maldives** successfully held elections and witnessed a stable political transition. UNDP and mediation assistance by the UN Secretary-General contributed to this outcome. UNDP is now supporting a multi-year programme to strengthen institutions to manage change peacefully.

# Ghana

In **Ghana**, the United Nations worked with the government, the electoral commission, the media and civil society to ensure that the 2008 elections were peaceful. This success can be attributed mainly to the existence of national and local institutions capable of mediating disputes peacefully. These institutions would not have existed without UNDP's assistance. At the request of the government, UNDP helped establish a national peace council in 2006 – two years prior to the 2008 elections. District peace councils were also established. The ensuing dialogue between the peace councils and Ghanaian society – including political parties – supported the peaceful management of disputes in the country. This precedent helped to ease tensions that arose during the 2008 elections. In addition, UNDP engaged the electoral commission and the National Commission on Civic Education to collaborate on voter education across the country; we helped the judicial system set up fast track courts to quickly and effectively deal with election-related disputes; and we provided training to journalists to ensure responsible coverage of the elections. UNDP also worked with the police to increase awareness of human rights. These combined efforts helped strengthen public trust in the electoral process and encouraged Ghanaians to manage their grievances peacefully.<sup>1</sup>



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<sup>1</sup> This country example is based on an article by Ozonnia Ojielo, Senior Peace and Development Adviser, UN Kenya, and Clever Nyathi, Senior Peace and Governance Adviser, UNDP Ghana, and published in the UNDP CPR Newsletter of March 2009.

## Dialogue and peacebuilding

Sustainable peace requires that societies have the skills and institutions they need to manage competing interests in a fair manner. UNDP works to help people and communities to successfully use dialogue to defuse crises.

In **Fiji** and **Tonga**, for example, senior political and civic leaders formed new dialogue groups to further the peaceful resolution of potentially violent tensions that had been brewing for many years. These avenues for dialogue – opened after a UNDP-supported exercise to engage rivals in a peaceful manner – continue in 2009.

In **Bosnia and Herzegovina** UNDP supported the nation's first-ever dialogue between government and civil society on transitional justice. As a result, the government asked UNDP to assist in the drafting of legislation to establish a National Transitional Justice Strategy as a comprehensive effort to address the legacy of war.



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# The Democratic Republic of the Congo

The seven million inhabitants of the Democratic Republic of the Congo's (DRC) northeastern Ituri province have endured a decade of inter-ethnic violence that has left thousands dead, displaced over one million people, and caused major damage to that region's economic and social fabric. Yet attempts at peace have given rise to hope. Since 2005, over 23,000 militiamen have been disarmed and demobilized, opening the path for peace and development. As a result of the demobilization and fragile peace that ensued, over 1.5 million people needed assistance to return to their communities – yet local capacity was insufficient to meet their needs. To address this gap, UNDP supported the establishment of a sub-office in Ituri in 2007. Since 2008, this effort has included a peacebuilding project that has successfully used employment creation and social cohesion initiatives to help a number of high-risk communities consolidate peace.

## Highlights include:

To support the local government in developing a recovery plan for the province, UNDP helped bring together a broad range of stakeholders to define a common vision and set priorities. The resulting plan, which has been presented to donors, lays the foundation for development and will be invaluable in future planning and resource mobilization efforts for the province.

UNDP helped the local *Forum de Mamans* campaign for peace and justice to protect and empower girls and women. Over 30,000 women participated in the campaign, which promoted a series of peace conferences as well as sporting and cultural events to encourage reconciliation.

UNDP, in collaboration with MONUC (the UN peacekeeping mission in DRC) and relevant UN agencies, reached out to youth leaders from Ituri and offered them training to mobilize local youth for peace. The training covered life skills, non-violence, conflict resolution, the UN system and international peace, leadership and communication skills. In addition to the training, UNDP initiated six smaller initiatives involving more than 400 youth groups in artistic (music, fine art, theatre), sporting and cultural events that actively engaged them in promoting reconciliation throughout the province.

Commemorating key events can be an important tool to demonstrate progress and build hope for the future. To this end, UNDP supported a local celebration marking the fifth anniversary of Ituri's peace agreement. The event celebrated the gains made and contributed to further reconciliation by bringing together various leaders, ethnic groups, and representatives from across the province.

## Conflict analysis and conflict-sensitive programming

UNDP also supported a number of projects to analyze the root causes of specific conflicts and backed efforts to create effective conflict-sensitive programming, with particular emphasis on the roles and needs of women and girls. For example, UNDP conducted systematic assessments of the situation of women and girls affected by gender-based violence and of women's leadership roles in conflict prevention and peacebuilding during the development of UN strategic frameworks in eastern DRC, Kenya and Zimbabwe. UNDP also provided technical support on gender and conflict analyses in North Kivu in eastern DRC, Kyrgyzstan, and the occupied Palestinian territories.

## UNDP IN ACTION

# Kyrgyzstan

Kyrgyzstan is a multi-ethnic country with little or no open violent conflict. However, weak governance, lack of dialogue and trust between the people and the authorities, unequal power relations, and the marginalization of certain groups – including youth and women – fuels discontent. Newly formed borders created after the fall of the Soviet Union have resulted in recurring disputes over land, water and other scarce resources. These tensions, compounded by small eruptions of violence at the local level, hamper peaceful development.

Against this background, the government of Kyrgyzstan, together with UNDP and the Foundation for Tolerance International, launched an initiative that brings together people from all walks of life – including women, youth, and ethnic minorities – to jointly analyze obstacles to peace and identify actions to address them.

The initiative helped build confidence among groups and between civil society and the government. Moreover, the government has committed to pursue this matter further by developing a national conflict prevention strategy. The findings of the analysis will also feed into local development plans.<sup>2</sup>

<sup>2</sup> This country example is based on an article by Karin Andersson, Coordinator of the Peace and Development Analysis Process, and John E. Lewis, Peace and Development Adviser, UNDP Kyrgyzstan, and published in the UNDP CPR Newsletter of March 2009.

## Global initiatives

Conflict prevention efforts work best when they are coordinated and begin well before tensions reach a breaking point. To this end, UNDP has been an active member of the Interagency Framework Team for Coordination on Preventive Action (the Framework Team) and hosts its secretariat.

The Framework Team provides the UN system with a unified inter-agency coordination mechanism to handle conflict prevention early on in countries that are at risk but have not yet received significant attention from the international community. A forum of 22 agencies and departments connected informally at headquarters, the Framework Team helps UN Resident Coordinators and Country Teams develop integrated prevention strategies, and identify the political and technical resources needed to implement them.

The Joint UNDP-Department for Political Affairs Programme on Building National Capacities for Conflict Prevention supports the deployment of personnel with relevant expertise, provides operational resources, and helps establish partnerships to implement these strategies. Both initiatives focus on early intervention to address potentially violent situations before violence actually emerges. Once initial partnerships and priority areas of focus have been developed, UNDP provides programmatic support to produce sustainable results.

In 2008, UNDP also led Framework Team members in developing a first-time partnership with the European Commission to strengthen the understanding and expertise of national counterparts and UN agencies on land and natural resource-related conflicts.

## Lessons learned

**Sustainable success requires sustained investment.** To prevent conflicts over the long term, governments must develop and maintain effective conflict management skills and programmes. Indeed, those countries where electoral violence was successfully avoided (e.g., Sierra Leone and Lesotho in 2007, Ghana in 2008) all benefited from national and local capabilities developed over years of carefully coordinated work by UNDP and relevant national partners. This could not have been achieved without UNDP's highly qualified advisers and technical resources.

But the demand for these resources is growing and such qualified personnel are in short supply. UNDP's mechanism for meeting these needs will require additional financial support from donors. In conflict prevention, an area in which relationships are critical, having such advisers on the ground is absolutely essential. Without them it is impossible to develop the partnerships and generate the opportunities for intervention that are fundamental to preventing conflict.

**Understanding the specific challenges of statebuilding in post-conflict situations is critical to success.** Responsive, resilient states with the capacity to provide essential services and mediate disputes are the foundation of successful recovery and lasting peace. States emerging from conflict face particular challenges in that respect. Often fragile and ill-equipped to provide the basic services that people normally count on the state to provide, officials and their community counterparts need carefully tailored support to help them develop the skills and resources necessary to meet their responsibilities. While there is broad agreement on the objective of statebuilding, what such a state looks like and how to provide assistance to make it happen are areas that need greater attention. In 2008 UNDP launched the Statebuilding for Peace project to provide practitioners with the practical advice and tools they need to address this complex issue and achieve success.

## RULE OF LAW, JUSTICE AND SECURITY

Recovery and democratic governance cannot be achieved amidst violence and lawlessness. Effective development assistance rests on basic premises of justice and security. These are the foundations upon which all other efforts are built. Strengthening the rule of law is a long-term investment that can begin during conflict and its immediate aftermath. UNDP's goal is to strengthen the capacity of justice and security institutions as well as lawyers, non-governmental organizations and other stakeholders to promote access to justice and prevent and bring an end to human rights violations, insecurity and impunity.

In 2008, UNDP scaled up its focus on this critical area, drawing on its comparative advantage as a development organization with long-standing institutional expertise and in-country presence before, during and after conflict. The Global Programme on Strengthening the Rule of Law in Conflict and Post-Conflict Situations ("Global Programme"), launched in 2008, is the cornerstone of UNDP's rule of law efforts in crisis countries.<sup>3</sup>

### Country support

At the core of the Global Programme is a commitment to supporting 20 priority countries between 2008 and 2011, with a particular focus on:

- Strengthening the rule of law within an early recovery framework and during transition
- Addressing women's security and access to justice
- Supporting capacity development of justice and security institutions
- Facilitating transitional justice
- Promoting confidence building and reconciliation

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<sup>3</sup> Australia, Norway and the Netherlands contributed a total of USD 9.6 million to this initiative in 2008.



Thirteen countries received support from BCPR in 2008 and new rule of law programmes were developed in Bosnia and Herzegovina, the Central African Republic, Chad, the Democratic Republic of the Congo, Guinea-Bissau, Kosovo, Liberia, Sierra Leone, Somalia, Sri Lanka and Timor-Leste, in addition to one regional project in the Pacific. Each programme includes a strong component to address gender-based violence and promote women's empowerment. BCPR allocated close to USD 25 million as catalytic funding for these programmes in 2008.

UNDP continued its multi-year programme on transitional justice in **Bosnia and Herzegovina**. It provided technical assistance to support ongoing activities with partners, and helped plan and launch the next phase, which focuses on access to justice. Specific activities include strengthening the cantonal and district level prosecutors' offices and courts, and developing a country-wide witness support network.

"Knock on the door of  
justice and freedom,  
again and again.  
Do not give up.  
Because when  
freedom and justice  
come from within,  
the door will  
eventually open."

- Mr. Ali Khashan,  
*Minister of Justice of the  
Palestinian National Authority*

As part of a broader conflict prevention strategy for **Guinea-Bissau**, UNDP identified rule of law needs and helped the government design and initiate a programme to address them. The programme targets four areas: (1) strengthening justice institutions to deliver services to the people, particularly in rural areas; (2) improving access to justice (especially for women), supporting legal aid, a legal clinic, traditional justice systems and the bar association; (3) supporting law enforcement institutions to deliver security services; and (4) strengthening the legal framework for security institutions and parliamentary oversight.

UNDP made significant strides in **Liberia**, working with the government on two initiatives: Strengthening the Ministry of Justice in Improving Prosecution Services, and Strengthening the Rule of Law and Administration of Justice in Liberia. National partnerships were established with the Ministry of Justice, the Truth and Reconciliation Commission, the Liberian National Police, and civil society organizations.

In **Sri Lanka**, UNDP worked with the government to expand its existing access to justice programme to conflict-affected areas and vulnerable groups. This initiative is implemented in partnership with the Ministry of Constitutional Affairs and Integration, the Ministry of Justice, the Legal Aid Commission, the Bar Association of Sri Lanka, and civil society organizations.

To address the changing needs in **Timor-Leste**, UNDP developed and launched a revised justice system support programme, with activities expanding to district-level (with the full equipping and staffing of district courts); access to justice for communities, with a special focus on women; and traditional conflict resolution. UNDP also worked with the UN Integrated Mission in Timor-Leste (UNMIT) to implement an ongoing security sector project, supporting a comprehensive review of the security sector by the government and helping to enhance civilian oversight of security institutions.



As part of its commitment to producing quality, practical tools to support in-country programming, UNDP finalized a concept note on early recovery and rule of law and made significant contributions to policy notes on community security and social cohesion. We also began work on additional products to be completed in 2009: a lessons learned study on the UNDP-supported rule of law programme in Sudan and concept notes on women's security and access to justice, transitional justice, and security sector governance.

## Global initiatives

UNDP has endeavored to further advance effective policy-making, coordination and information sharing on rule of law, justice and security issues on a global level while engaging UN partners and other entities.

Working through the Security Sector Task Force chaired by the Department of Peacekeeping Operations (DPKO), UNDP made significant contributions to key inter-agency efforts. For example, UNDP was instrumental in ensuring that the

UN Secretary-General's report on "Securing Peace and Development: the Role of the United Nations in Supporting Security Sector Reform" recognizes that this work must reflect and support the broader context of rule of law and governance.

As part of its commitment to strengthening both the global and national focus on rule of law, the UN established a Rule of Law Coordination and Resource Group. As an active contributor, UNDP developed the group's joint strategic plan for 2009-2011.

The Inter-Agency Standing Committee Global Protection Cluster is charged with setting standards and policy relating to protection, developing strengthened protection capacity, and providing operational assistance at the country level. UNDP has served as focal point on rule of law together with colleagues from the Office of the High Commissioner for Human Rights. In 2008, UNDP actively supported the global Protection Cluster, contributing to all of its major activities, including the finalization of the IDP Protection Handbook.

As part of its commitment to promoting gender equality and addressing the many challenges faced by women, particularly in countries affected by violent conflict, UNDP and partners at Brandeis University, the International Legal Assistance Consortium, the International Associations of Women Judges and UNIFEM, co-organized the Partners for Gender Justice Conference that took place in Accra, Ghana in November 2008. Hosted by the Honourable Lady Chief Justice Georgina Wood and the Judiciary of Ghana, the conference brought together senior representatives from the judiciaries of 24 African countries to discuss the role of the judiciary in promoting gender justice across the region.

## Lessons learned

UNDP's experiences in 2008 reinforced the importance of several key lessons that are integral to the success of rule of law efforts in conflict and post-conflict situations:

### **Ensuring respect for the rule of law requires comprehensive programmes.**

Standalone interventions in specific sectors have little impact and may create imbalances. Instead, work at the country level must center on a comprehensive programme that determines the interventions to be undertaken and ensures that those interventions reinforce each other. Operating in this way, the combined efforts provide lasting improvements across all sectors. More specifically, institution-building in ministries of justice supports capacity development for the judiciary, assistance for lawyers, training for police and rehabilitation of prisons in the same programme.

**Work with security institutions must operate within the broader framework of justice and rule of law.** Security institutions are instrumental for upholding the rule of law, but must themselves be bound by principles of human rights and good governance. UNDP's work on security sector reform serves to strengthen civilian oversight of these security institutions within a rule of law framework.

**Realities on the ground should guide global initiatives.** UNDP's effective work at the country level makes it a valuable contributor at the global level. Achieving results in the field and strengthening local capabilities to uphold the rule of law has proven to be the best way to positively influence policy at the global level.

## ARMED VIOLENCE, MINE ACTION AND SMALL ARMS CONTROL

An estimated 740,000 people die each year as a result of violence associated with armed conflicts and criminality. Worldwide, armed violence is the fourth leading cause of death for persons between the ages of 15 and 44. High levels of inter-personal armed violence in countries otherwise considered relatively stable (such as Brazil or South Africa) or far advanced in post-conflict transition processes (such as El Salvador) merit greater attention due to the negative impact that such violence has on development, public health and human security – not to mention its potential for causing serious destabilization, crisis and conflict. Although many of these countries receive substantial development assistance, these “conventional” forms of support are ill-adapted to address armed violence. Over the last few years UNDP has expanded its work in this important area to address the issue of armed violence in countries in crisis or at significant risk of crisis.

### Country support

During 2008, UNDP provided technical and financial support to more than 20 countries on small arms control and armed violence prevention. For example, UNDP helped the governments of **Jamaica** and **Kenya** develop comprehensive armed violence prevention programmes. In **Guatemala**, UNDP focused on improving national expertise to collect and analyze data on crime and violence. In **Papua New Guinea**, UNDP worked with the government to enhance local and national resources to bolster community security, reduce small arms availability and tackle gender-based violence. In these countries, UNDP worked in close collaboration with various UN partners, including the World Health Organization, UN-Habitat (the UN agency for human settlements), the UN Children's Fund (UNICEF), the UN Office for Disarmament Affairs and the UN Office on Drugs and Crime.

UNDP continued its engagement at the sub-regional level, providing technical assistance and funding to initiatives such as the Central American Small Arms Control Project, the Southeastern and Eastern European Small Arms Clearinghouse, the Regional Centre on Small Arms in Eastern Africa, and the Economic Community of West Africa Small Arms Project. These sub-regional initiatives focus on strengthening national and local institutions to tackle small arms proliferation.



# Jamaica

While crime in Jamaica has declined overall, violent crime is on a disconcerting rise and is concentrated amongst the poor. Statistics on violence against women and girls are particularly alarming, with sexual assault the second most common cause of injury to Jamaican women. Violence occurs predominantly in Kingston's "garrison communities," which are controlled by gangs who also often have political affiliations. The World Bank estimates that the direct cost of crime in Jamaica is at least 3.7 percent of GDP and the indirect cost is over 14 percent.

In May 2008, UNDP and the government of Jamaica signed a three-year agreement to work together to comprehensively address security and justice challenges facing the nation. The Jamaica Violence Prevention, Peace and Sustainable Development Programme has already instituted a number of initiatives, including support for:

- establishing the Community Safety and Crime Prevention Unit at the Ministry of National Security
- redesigning the structure of the police force
- assessing community safety projects
- drafting a national policy on community safety
- establishing a working group of international partners
- creating a gender strategy to support the programme

Under this programme, the Social Development Commission (the state agency primarily responsible for fostering community-based development) formed a partnership with UNDP. The partnership has focused on strengthening five civil society organizations from inner-city communities with training, technical support and equipment. It has also generated community profiles to inform the development of community safety plans.

With programme funding, the crime observatory mapped six communities in the Kingston West Police Division that often experience serious armed violence. In less than 30 days in late 2008, the division recorded 38 homicides and 50 shootings.<sup>4</sup> Mapping assets helped identify drawbacks to implementing a strong crime prevention strategy in these communities. The data is now being compared with recorded violence-related injury data from major hospitals in and around Kingston.

The crime observatory held meetings with a broad range of community stakeholders, including government ministries of health, security and education; the constabulary; religious leaders; youth; non-governmental organizations; and the private sector. The crime observatory also held sessions on gangs and police attitudes towards gangs in crime fighting strategies; these were led by Dr. Herbert Gayle, a local expert on Jamaican gangs.

The crime observatory also initiated grief counseling workshops, which target women who have lost relatives and friends to violence. Participants in these workshops also receive a directory of services available through local churches working to reduce crime in high-risk communities. Services include parenting groups, youth clubs and literacy classes. Because a significant percentage of the violent crime recorded in the communities has been a result of reprisals, the crime observatory also started reconciliation workshops. By focusing on fostering peace and diminishing the influence of certain youth crews and gangs, these workshops seek to reduce the number of violent reprisals.

<sup>4</sup> The crime observatory is hosted by the Violence Prevention Alliance in collaboration with the Institute of Criminal Justice and Security.

To reduce the demand for weapons, UNDP also helped communities identify and address issues that threaten their security – among them the ease of securing weapons, violence against women and girls, and barriers to accessing justice. For example, in Ituri in the **Democratic Republic of the Congo**, UNDP supported community security assessments which are now being used to develop community safety and security plans.

In some 85 nations around the world landmines and other explosive remnants of war threaten lives and hinder development. They restrict access to fertile land, education and health facilities, and impede access to areas in need by humanitarian and development personnel. To address this ongoing problem, UNDP provides technical support to mine action programmes in more than 40 nations.

In 2008 UNDP provided technical assistance to national mine action centers in **Cambodia, Jordan and Lao PDR**. Support focused on developing national mine action information databases and improving the coordination of mine action activities. In **Angola**, UNDP facilitated the completion, launch and dissemination of a nationwide Landmine Impact Survey. In **Albania, Egypt, Somalia and Yemen** local communities benefitted from mine risk education. In **Libya and Thailand** UNDP helped establish new comprehensive programmes that strengthen national planning and management of effective mine action efforts. In addition to these activities, UNDP provided extensive support to Member States to meet their obligations under the Anti-Personnel Mine Ban Treaty. For example, it helped **Malawi** successfully meet its obligations to clear all anti-personnel mines on land under its jurisdiction and control within ten years of the treaty's entry into force. It also assisted **Burundi and Sudan** in meeting their obligations to destroy stockpiles of anti-personnel mines within their respective four-year deadlines. UNDP also continued to work with partner UN entities and civil society organizations to include gender considerations in national mine action support programmes.

To assist country and regional level programming on small arms and light weapons control, UNDP published two how-to guides during 2008. The first provides guidance on how to establish an effective national small arms and light weapons commission. The second provides guidance to help national lawmakers review and strengthen legislation concerning small arms and light weapons.

## Global initiatives

In December 2008, 94 states took an historic step by signing the Convention on Cluster Munitions, which prohibits the use, production, transfer and stockpiling of cluster munitions. Parties to the convention are required to destroy all stockpiled cluster munitions within eight years of the treaty's entry into force, and clear all contaminated areas within 10 years. It also contains groundbreaking provisions for assistance to survivors, their families and communities. The convention is a striking example of how tangible results can be achieved by an inclusive, constructive and creative partnership to address threats to human security and development. This

process has also been a learning experience, demonstrating how UNDP can contribute to the advancement of international humanitarian law. Over the last two years, UNDP has worked tirelessly to encourage and facilitate participation among developing countries. With financial support from donor governments including Austria, Ireland, New Zealand and Norway, UNDP helped organize 13 global and regional meetings for the Oslo process that produced the convention, supporting more than 750 delegates from 100 countries to participate in these events.

The Geneva Declaration on Armed Violence and Development, adopted by 42 countries in 2006, has played a significant role in increasing awareness of the link between armed violence and development. UNDP has played an active role in advancing the declaration and putting it into action. Support for the Geneva Declaration has grown rapidly, with 104 signatories as of the end of 2008. The declaration also paved the way for a November 2008 UN General Assembly resolution (“Promoting Development through the Reduction and Prevention of Armed Violence”), which requested the UN Secretary-General to report on the topic by the end of 2009.

Global efforts such as the Geneva Declaration will only be successful if the key actors on the ground buy into the process and have the skills and resources they need to do so. To this end, UNDP continued to support efforts to create mechanisms strengthening the participation of national actors in the global process. For example, UNDP co-hosted the Geneva Ministerial Summit (September 2008), as well as two regional meetings on the Geneva Declaration in Thailand (May 2008) and Bosnia and Herzegovina (November 2008) that resulted in regional declarations on armed violence and development. These regional declarations complement similar ones concluded by leaders in Africa and the Latin American and Caribbean region in 2007 and further strengthen international commitment to the Geneva Declaration process.

UNDP also co-chaired the Task Team on Security and Development of the Development Assistance Committee of the Organization for Economic Co-operation and Development. The Task Team produced a policy paper on armed violence reduction with guidance on country level programming.

## Lesson learned

**National ownership.** When given the support they require, national officials and civil society—especially women—have not only been the most ardent champions of initiatives to remove weapons of war, but also their most effective implementers. Sustained efforts should therefore continue to build relevant national capacities, with a greater focus on women.

**Disarmament for development.** Efforts to eliminate cluster munitions and landmines have made the greatest headway when articulated in terms of their economic and social impact on a country’s development; they must therefore be integrated into these broader national development frameworks and associated budgets.

**Partnerships for change.** UNDP's work on the Convention on Cluster Munitions and the Geneva Declaration on Armed Violence and Development has highlighted the importance of developing partnerships among a broad-based coalition of nations, international organizations and civil society actors to advance specific global policy goals.

**The importance of working as one.** Armed violence affects every aspect of a society, from government institutions that are weakened to civilians whose very lives are threatened. To be effective, any effort to address armed violence must therefore be comprehensive in scope, bringing together government and civil society groups as well as affected communities.

**Lasting peace requires security and cohesion at the local level.** UNDP is already working in this area and has made restoring community security a priority in its conflict prevention and recovery programming for 2008-2011. As part of this effort, work on the global and country levels will be scaled up in 2009, with a particular focus on gender.

## DISARMAMENT, DEMOBILIZATION AND REINTEGRATION OF EX-COMBATANTS

### Country support

Throughout 2008, UNDP provided technical assistance to disarmament, demobilization and reintegration (DDR) initiatives in 18 countries, namely Burundi, the Central African Republic, Colombia, Côte d'Ivoire, the Democratic Republic of the Congo, Guinea-Bissau, Indonesia (Aceh), Iraq, Kosovo, Liberia, Namibia, Nepal, Niger, Papua New Guinea, the Republic of Congo, Somalia, Sudan and Uganda.

In the **Republic of Congo**, UNDP supported a micro-credit project to help reintegrate women combatants and women associated with armed forces and groups. By the end of 2008, micro-projects in food crops, animal husbandry and small businesses were supporting these women and over 1,000 indirect beneficiaries.

UNDP helped the **Niger** country office collect lessons learned from a reintegration programme for ex-combatants, and then used those findings to strengthen ongoing activities. In **Kosovo** UNDP worked with NATO and the Organization for Security and Co-operation in Europe to develop the resettlement programme for the Kosovo Protection Corps, the largest armed group in Kosovo. In **Sudan**, UNDP helped the South Sudan DDR commission prepare for the DDR programme scheduled to start in 2009.



## Global initiatives

UNDP and the International Labour Organization co-led an inter-agency task force that produced a UN system-wide policy paper on post-conflict employment creation, income generation and reintegration. This policy was approved by 19 UN agencies, including the World Bank, the International Monetary Fund, the African Development Bank and the International Organization for Migration. During this process UNDP worked to ensure that the policy fostered a common approach to supporting ex-combatants and returnees in the design of reintegration programmes.

To strengthen the UN's Integrated Disarmament, Demobilization and Reintegration Standards, UNDP collaborated with the Department of Peacekeeping Operations (DPKO) to develop a new module on DDR and security sector reform and the rule of law.

UNDP initiated the development of major new guides on monitoring and evaluation in DDR programmes and on integrating gender within them. The how-to guides will provide DDR practitioners with practical step-by-step tools on how to set up and run successful efforts in these two important areas.

UNDP provided funding to establish a coordinator position in the secretariat of the Interagency Working Group on DDR, which brings together 17 UN entities. UNDP co-chairs the working group and hosts its secretariat. This has greatly improved coordination within the group and enhanced support to country offices. UNDP also deepened its partnership with the Peacebuilding Support Office and the Organization for Economic Cooperation and Development/Development Assistance Committee through joint work on DDR and security sector reform in the Central African Republic, Côte d'Ivoire and Guinea-Bissau.

## Lessons learned

**DDR should be carried out within a wider recovery framework.** The disarmament of ex-combatants can only be sustainable if these ex-combatants are given the means to reintegrate back into their communities and the society at large. DDR should therefore be conducted within a broader recovery framework; this includes areas such as local governance, community security and livelihood creation.

**Address gender issues from the start.** Addressing gender from the outset of DDR efforts leads to more effective and sustainable results. This requires the early involvement of gender expertise. For example, in Sudan, the early involvement of a gender expert led to DDR programming and policies that better address the needs of women.

**Long-term success requires greater resources.** More predictable and dedicated resources are needed to ensure successful long-term reintegration of ex-combatants, a key factor for lasting peace.

## FOCUS ON ECONOMIC RECOVERY POLICIES IN CRISIS AND POST-CRISIS COUNTRIES

In October 2008, UNDP launched a global flagship report, “Post-Conflict Economic Recovery: Enabling Local Ingenuity.” This publication identifies three critical factors for successful post-conflict economic recovery: the importance of local ingenuity to guide recovery; the state’s role in promoting this ingenuity; and the policies needed to rebuild battered economies and reduce the risk of conflict recurrence. The study cites examples of countries that have succeeded in rekindling post-conflict economies and those that continue to flounder, discussing the foundations that are so vital to foster post-conflict economic recovery.

Providing a fresh look at the challenges facing countries emerging from conflict, the report emphasizes that recovery programming must be based on a sound understanding of local dynamics. Without such a foundation, policies meant to help may inadvertently exacerbate tensions. Conflict does not destroy local economies – it transforms them. It introduces new – and frequently positive – economic opportunities for women. It can also fuel inequities among different groups and minorities. The first lesson for the international community in post-conflict recovery is therefore to do no harm by promoting actions that lower the risk of conflict recurrence and fuel positive economic activity.

A second crucial lesson is that local actors must lead recovery. Even after years of conflict, war-torn communities possess human and other resources that can support recovery, and it is often through local efforts that economies are rebuilt. The report not only recognizes that local actors can drive recovery, it also encourages the international community to focus its efforts on working with and building on the activities of local communities and institutions.

The study also examines the role external partners should play when it comes to post-conflict recovery. It calls upon international partners to support debt relief – which provides much-needed breathing space in the early post-war years – to generate employment, which is the best way to ensure that economic growth benefits the majority of the population; and to support national efforts to rebuild the capacity of the state and secure its legitimacy.

BCPR and the Bureau for Development Policy are working together to disseminate these findings through UNDP country offices and to further develop specific themes of the report in the context of the global financial crisis.

UNDP has also been contributing to economic recovery policymaking in countries in situations of crisis. In **Zimbabwe** for instance, as a result of that country’s deteriorating economic situation, UNDP coordinated a team of highly respected national economists who produced the report “Comprehensive Economic Recovery in Zimbabwe: A discussion document,” which examines the economic performance of Zimbabwe since independence, analyzes challenges for the country’s economic development, and offers a set of policy recommendations related to trade, the financial sector, agriculture, manufacturing, mining, tourism, the informal sector, small and medium businesses, and the labor market. The report, published in October 2008, draws on inputs from a range of stakeholders and was very well received by both the government and international development actors.









# 2

## Achievements in Early Recovery

During or immediately following a crisis, while humanitarian agencies are saving lives, UNDP's early recovery teams are assessing damages to infrastructure, property, livelihoods and communities. We may be on the ground during the most critical phase of humanitarian relief, but our eyes are on the future.

Early recovery seeks to close the gap between humanitarian relief and long-term recovery, providing a window of opportunity to inject resources and expertise to help

“Sexual violence was rampant in the camps, where some people lived for more than a decade, but everyone should now make it their responsibility to jealously guard the security we have so that people can peacefully return home and lead normal lives.”

- John Komakech Ogwok,  
*Kitgum district chairman,  
Uganda*

countries devastated by crisis build back better. With timely programming and resources, the road to recovery is not only smoother – it is shorter, offering hope to those who have survived natural disasters or violent conflict. Early recovery efforts must begin as soon as possible in order to help stabilize local capacities that will be critical as relief activities end and longer-term recovery begins. They should also not be limited to a particular phase, because affected groups and areas recover at different paces and may need early recovery support at different times.

BCPR provides UNDP country offices with technical assistance for early recovery programmes and leads the Inter-Agency Standing Committee Cluster Working Group on Early Recovery (CWGER), which includes 29 members from the humanitarian and development communities.<sup>5</sup>

The working group supports country-level implementation, and serves as an important forum for coordination and a source of guidance on early recovery planning and programming.

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<sup>5</sup> The members of the Cluster Working Group on Early Recovery are: ActionAid, the Danish Refugee Council (DRC), the Food and Agriculture Organization of the United Nations (FAO), Groupe urgence réhabilitation développement (Groupe URD), HelpAge International, the International Committee of the Red Cross (ICRC), the International Federation of Red Cross and Red Crescent Societies (IFRC), the International Labour Organization (ILO), the International Organization for Migration (IOM), the International Strategy for Disaster Reduction (ISDR), Mercy Corps, ProAct Network, the Office for the Coordination of Humanitarian Affairs (OCHA), the Office of the High Commissioner for Human Rights (OHCHR), the Office of the UN High Commissioner for Refugees (UNHCR), Shelter Centre, the UN Children's Fund (UNICEF), the UN Development Operations Coordination Office (UNDOCO), the UN Population Fund (UNFPA), the UN Human Settlements Programme (UN-HABITAT), the UN Environment Programme (UNEP), the UN Institute for Training and Research Operational Satellite Applications Programme (UNOSAT), UNDP, the UN Educational, Scientific and Cultural Organization (UNESCO), the UN Volunteers (UNV), the World Food Programme (WFP), the World Health Organization (WHO), the Women's Refugee Commission, and the World Society for the Protection of Animals (WSPA). The following organizations are observers of the Working Group: InterAction and Caritas Internationalis.



## COUNTRY SUPPORT

UNDP provided early recovery support to 20 countries in 2008, with a focus on supporting and reinforcing national and local governments to manage recovery efforts and provide their citizens with necessary services.<sup>6</sup> These efforts covered a broad spectrum, including: coordinating early recovery needs assessments with relevant government authorities, UN and international partners (Haiti and Myanmar); generating livelihoods opportunities (Belize, China, Dominican Republic, Georgia, Haiti, Myanmar and Sudan); increasing the delivery of basic services by local government and non-governmental organizations to communities (Burundi, Uganda, Sudan and Sri Lanka); accelerating the return and reintegration of displaced persons and refugees (Mauritania, Sri Lanka, Timor-Leste and Turkey); restoring critical community infrastructure (Georgia and Myanmar); and strengthening rule of law and community security (the Central African Republic, Chad, Colombia, Kenya, Sri Lanka, Timor-Leste and Uganda).

**Immediate crisis response.** Time is truly of the essence when responding to a country hit by crisis. To jumpstart UNDP's support for early recovery programming and coordination in crisis situations, smart operational rules that maximize effectiveness must guide every response. The mechanism UNDP employs to immediately respond to crises has two key components: an extensive pool of experts available for quick deployment to support planning, programming and coordination; and operational resources to facilitate early recovery work. This mechanism has significantly increased UNDP's ability to deploy experts to countries as soon as a crisis strikes and to ensure that its support provides the greatest assistance possible to those in need.

In 2008 the pool of available advisers expanded to more than 200 carefully-vetted experts representing a broad range of expertise from within UNDP, UN sister entities and other partners outside the UN system. In 2008, 50 advisers were deployed to over 20 countries. They delivered a wide range of urgent support following emergencies, including Cyclone Nargis in Myanmar, a sudden influx of Chadian refugees in Cameroon, a devastating series of hurricanes in Haiti, flooding in India (Bihar) and Yemen, and the destruction of UNDP offices in Chad, Somalia and Sudan (Abyei).

UNDP also completed a set of standard operating procedures for immediate crisis response and began putting those procedures to use in its response to Cyclone Nargis in Myanmar, making further revisions to the procedures based on lessons learned there. UNDP continued to enhance its online toolkit for immediate crisis response, adding resources and incorporating new software that allows for real time collaboration with in-country staff to support them in their crisis response efforts.

These combined efforts produced significant gains in early recovery in response to both natural disasters and man-made conflicts in 2008.

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<sup>6</sup> UNDP plays three major roles to support early recovery efforts at the country level. First, UNDP deploys experts for quick assistance in crisis situations or where added capacity is needed on an immediate basis. These experts are drawn from within UNDP, from other UN agencies, from outside partners and from rosters of external consultants developed for this purpose. Second, UNDP plays a central role in the coordination of early recovery efforts, including needs assessments conducted jointly with other UN agencies and international organizations operating in the country. Third, based on the findings of the needs assessments, UNDP helps relevant national and local authorities develop and execute programmes to respond to those needs in an effective and timely manner.



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# Early Recovery Post-Disaster: Generating income for affected communities

## Haiti

Haiti is the poorest country in the Western Hemisphere. A staggering 78 percent of Haitians live on less than USD 2 per day and 54 percent on less than USD 1 per day. Recurring natural disasters – hurricanes, floods and mudslides – have wrought unspeakable devastation on the already vulnerable Haitian population. In just three weeks in 2008, three hurricanes and a tropical storm struck the country, killing 500 and affecting more than 800,000 (ten percent of the population), many of whom were left homeless or displaced. The economic destruction was double that of the devastating 2004 floods: all ten regions were hit and the Artibonite region (including the city of Gonaïves) was completely submerged, wiping out the 2008 harvest and obliterating houses, roads and buildings.

In less than a week, UNDP headquarters deployed an immediate crisis response team to help the country office produce a response plan within eight days. UNDP then deployed additional advisers to further strengthen in-country capacity and help the government carry out a national Post-Disaster Needs Assessment. As part of the assessment process – and in collaboration with UN partners, the European Commission and the World Bank – UNDP organized consultations with a broad range of national stakeholders and international partners to identify recovery needs; these included early recovery priorities, which were included in the final report issued in November 2008. To ensure coherence within the UN system early recovery response, UNDP provided additional funding for an early recovery coordination specialist and an early recovery strategic planning adviser to support the UN Resident Coordinator.

UNDP then developed a USD 49.6 million, two-year early recovery plan focusing on the four regions most affected by natural disasters: Gonaïves (Artibonite), Les Cayes (South), Port de Paix (North West) and South East. UNDP established sub-offices in these localities to ensure proximity to the communities in need and to strengthen work with local authorities. The plan focuses on four critical areas of support:

- **Restoring livelihoods** to ensure that both men and women have access to funds to re-start businesses, replant fields and engage productively in the Haitian economy
- **Supporting disaster risk reduction** by strengthening the local emergency response mechanisms in the most disaster-prone areas, training local government officers in risk reduction, strengthening community-based early warning systems, and increasing community awareness of hazards
- **Implementing watershed management** to control erosion, protect biodiversity and improve water quality through measures such as reforestation programmes and funding for local efforts to repair damaged watershed areas
- **Reviving water and sanitation services** by funding local projects to repair damage and further improve the quality and availability of these resources going forward



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## Myanmar

In 2008 Cyclone Nargis hit Myanmar, leaving an estimated 138,370 dead or missing and 2.4 million affected. It particularly devastated the remote but heavily populated Ayeyarwady Delta region.

UNDP immediately took the lead for early recovery coordination. Within days, UNDP Headquarters dispatched a mission to help its Myanmar country office formulate a crisis response plan to quickly address the needs of those hardest hit. Five additional immediate crisis response advisers were deployed to coordinate early recovery programming. UNDP also allocated staff to help produce the Post-Nargis Joint Assessment that fed into the national Post-Nargis Recovery and Preparedness Plan. The assessment's successful integration of early recovery issues also allowed the UN Humanitarian Flash Appeal to put a special emphasis on early recovery needs.

UNDP's support for survivors in the most severely affected villages in five townships included:

- Offering more than 4,000 grants to the most vulnerable populations, including destitute households without other livelihood support, female-headed households, and households with orphans
- Establishing cash-for-work programmes in which participants from more than 27,000 households restored drinking ponds and cleared debris from communal places such as footpaths and schools
- Providing agricultural tools to small farmers and landless laborers for monsoon paddy planting across approximately 20,000 acres

UNDP helped revive over 600 community groups made up of women heads of households. These groups managed small grants and redistributed the income they generated.



# Early Recovery Post-Conflict: Glimpses of hope

## Georgia

In August 2008 a short but intense period of open fighting between Georgia and Russia broke out following the escalation of long-standing conflicts in Georgia's breakaway provinces of South Ossetia and Abkhazia. Before the parties reached a ceasefire the targeted enclaves suffered extensive damage, causing entire communities to flee their homes. An estimated 182,000 people were displaced, including 90,000 from the heavily affected Shida Kartli region.

BCPR rapidly provided funding and deployed advisers to jump-start early recovery efforts. As soon as access to the war-affected areas was restored, UNDP experts visited the region to assess the immediate and long-term needs. The UNDP team then worked with the local governor and stakeholders in four key municipalities to prioritize needs and develop an early recovery action plan for the Shida Kartli region. To further support recovery, UNDP and its UN partners opened a joint office in Gori to strengthen coordination of UN efforts.

With specific programming in a range of areas – such as livelihood restoration, infrastructure and access to justice – the project has already had a significant impact. This success not only underscored the value of this approach, but it attracted additional funding and donor interest. By the end of 2008, an estimated 10,000 people had already benefitted from school and municipal building rehabilitation and repairs to water pipes. An estimated 100 people completed a series of short courses established at the Gori University in masonry, painting, plumbing and other construction trades. Additionally, UNDP supported the planting of winter wheat on around 650 hectares of land in November, benefiting 1,100 families and ensuring there would be a winter harvest. With agriculture the dominant source of income in the region, this assistance provided vital support to those who had lost harvests, livestock and equipment.

Affected populations also benefitted from the extended services of the Public Defender's office, the Gender Equality Council, and the Legal Aid service (now operating under a newly established Ministry of Penitentiary, Probation and Legal Aid Issues). In addition to providing training for local authorities and non-governmental organizations, by the end of 2008 the Gori regional office of the Public Defender had looked into more than 50 property rights cases raised by internally displaced people. More than 35 women had benefitted from consultations with the Gender Resource Centre. The centre had taken up two cases of gender-based violence and established good working relationships with more than 25 organizations in the region working on women's issues. One of the priorities of the overall project is to create an enabling environment for women's participation in the recovery process. Women constitute at least 25 percent of those involved in the preparation of the medium and long-term recovery plans for the region, and needs of female beneficiaries are also carefully considered when selecting sub-projects for infrastructure rehabilitation.

## Kenya

After decades of relative stability in Kenya, the announcement of the results of the December 2007 elections triggered widespread violence that left 1,200 dead, displaced 350,000 and decimated many communities. Rioters destroyed or damaged an estimated 50,000 houses and caused USD 1.17 billion in losses and damages to small enterprises and USD 14.46 million to the livestock and fisheries industries. The violence also heightened ethnic tensions, created insecurity and fear, and traumatized many communities that had previously lived in harmony.





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Following the outbreak of the violence, UNDP immediately launched a series of measures to mitigate the impact and begin the recovery process. It quickly deployed three advisers to conduct a rapid needs assessment and identify priority areas of action. It also took the lead of the Early Recovery Cluster that brought together UN agencies, government officials and community organizations to coordinate response efforts.

Key early recovery accomplishments included:

- Supporting inter-community civic dialogue for reconciliation including youth and women's groups, particularly in the worst affected districts
- Assisting over 500 farmers through the provision of equipment and other tools to speed agricultural recovery and restore food security in conflict-affected areas
- Training of over 400 provincial administrators and security agents in conflict prevention and peacebuilding
- Establishing district peace committees in heavily affected areas of the Rift Valley, the western provinces, Nyanza and parts of Nairobi

## South Central Somalia

UNDP is a driving force behind the Employment Generation for Early Recovery Project, which addresses the urgent need for income generation and job creation among internally displaced people and communities in crisis-ridden South Central Somalia.

In 2008, UNDP and local NGO partners created job opportunities for 16,600 people. This initiative generated more than 440,000 days of work, of which 35 percent were for women. The employment activities helped rehabilitate social and basic infrastructure in South Central Somalia, including construction of the marketplace in Afgoye, rehabilitation of Banadir Hospital's mother and child care unit in Mogadishu, building of rural access roads and water and irrigation gates, and expansion of arable land.

## MAJOR POLICY DEVELOPMENTS

The global debate on early recovery accelerated dramatically in 2008, as several key actors prioritized the issue. For example, the UK-commissioned study “Recovering from War: Gaps in Early Action,” identified three fundamental gaps for early recovery: strategy, capacity and financing. The issue was also the focus of a UN Security Council debate, with a follow-up UN Secretary-General report released in June 2009. UNDP was not only actively involved in the preparation of that report, but we were also engaged in the preparation of consolidated guidelines for UN in-country operations on developing incremental recovery strategies. This is a standard package of support for UN Resident Coordinator Offices covering everything from early recovery stages to full-fledged recovery, and advocacy for the resources necessary to meet critical needs at the country and system-wide levels.

On 1-3 October 2008, UNDP and the Danish government co-hosted a forum in Copenhagen on early recovery in the context of both natural disasters and man-made conflicts. With over 250 senior representatives from developing countries, donors, non-governmental organizations, regional organizations, the UN and international financial institutions, the forum produced a final statement on joint action to strengthen international support for early recovery. Its 24 action points include a donor commitment to review obstacles to using development funding for early recovery activities and broad agreement on the importance of using and strengthening national and local capacities to lead and engage in this critical period. Through the CWGER, UNDP is actively involved in follow-up work to ensure that the action points are implemented.

In addition, the Development Assistance Committee of the Organization for Economic Co-operation and Development (OECD/DAC) established a Financing Working Group on “Improving Delivery of International Assistance in Situations of Fragility and Conflict”; UNDP plays an active role in this group.

UNDP also finalized its internal policy on early recovery, establishing early recovery as part of UNDP’s core business and committing the organization to boosting its relevant operational and programmatic capacities. UNDP developed a related action plan for 2009-2011 and established a senior steering group with participation from all parts of UNDP to ensure organization-wide implementation. In addition to the work on implementing the policy at headquarters, six countries were selected as priorities for early recovery programming in 2009: Honduras, Nepal, Sri Lanka, Sudan, Tajikistan and Uganda.

## GLOBAL PARTNERSHIPS AND INITIATIVES

UNDP leads the Inter-Agency Standing Committee Cluster Working Group on Early Recovery (CWGER). Established in 2005, the CWGER works to strengthen early recovery capacity on a predictable basis, promoting national and local ownership and engagement, and linking early recovery efforts to longer-term recovery and development planning. UNDP support led to greater participation by non-governmental organizations (NGOs), with five more NGOs joining in 2008 – bringing the total number of NGO members to nine.

By end of 2008, early recovery coordination mechanisms were up and running in 28 countries where the cluster approach was rolled out. UNDP is responsible for deploying Early Recovery Advisers, who support the UN system's in-country Humanitarian/Resident Coordinator and the Inter-Agency Standing Committee Country Teams. These advisers help set up early recovery coordination mechanisms with national authorities and facilitate early recovery assessment and planning efforts. Additional information on the deployment of early recovery expertise is available under the "country support" section of this chapter.

The CWGER "Guidance Note on Early Recovery" was published in April 2008 after extensive consultations with a wide range of partners. It directly responds to country-level demand for clarity and guidance on how to effectively plan and implement early recovery activities. The document, designed for colleagues working in natural disasters and complex emergencies, describes what should shape the coordination of early recovery activities, including a comprehensive list of typical early recovery initiatives. Translations into French, Spanish and Arabic are underway.

The CWGER finalized several other tools to support early recovery programming, including an integrated livelihoods assessment toolkit, an environmental guide for disaster assessments, a local early recovery programming guide, and a stand-alone guide on gender mainstreaming in post-disaster needs assessments.

The CWGER also produced a study, "Financing for Early Recovery: Highlighting the Gaps", that provides empirical evidence of the extent to which early recovery projects are under-funded across the main UN humanitarian funding mechanisms (Consolidated Annual Appeals, Flash Appeals, the Central Emergency Response Fund and pooled funds). It demonstrates, for example, that while strictly humanitarian projects in Flash Appeals receive on average 53 percent of the requested funds, early recovery activities in Flash Appeals receive on average only 17 percent of the requested funding. The study was used as a basis for discussion at the early recovery forum in Copenhagen and the ongoing work of the OECD/DAC Financing Working Group.

In addition, UNDP and the International Labour Organization worked together to put into operation the new UN policy on "post-conflict employment creation, income generation and reintegration", adopted by the UN Secretary-General in May 2008. Both organizations identified three priority programming areas: (1) stabilizing income generation and emergency employment (such as emergency temporary jobs); (2) local economic recovery for employment opportunities and reintegration (investing in local socioeconomic infrastructure, restoration of the natural resource base, and local government capacity building); and (3) sustainable employment creation and decent work.

In 2009, the CWGER will further increase its support for country-level activities. Efforts will include the roll-out of early recovery training for country teams in at least five countries and further expansion of the pool of trained Early Recovery Advisers.





# 3

## Achievements in Disaster Risk Reduction and Recovery

Natural disasters are not only rising in frequency, but the lives and economic losses they claim are also increasing at alarming rates. In the first seven years of the 21<sup>st</sup> century, an average of 400 disasters per year affected 230 million people in 120 countries. And in 2008 alone, more than 300 disasters killed more than 235,000 people, affected more than 200 million others and caused losses and damage worth USD 181 billion. Intense weather events such as storms, floods and droughts destroy housing, livelihoods, social services and community infrastructure, rendering survivors all the more vulnerable. What's more, the destruction typically

impacts the poorest and most exposed populations disproportionately, hitting women, children, youth and the elderly the hardest.

"When the earthquake started we thought it was just a tremor until the entire wall of the neighboring church fell on our entrance, blocking our way out; we ran towards the back exit while hearing people trapped in the church screaming."

- Elizabeth Ormeño,  
Leader of Flora Benavente  
Soup Kitchen, San Luis Cañete,  
Peru

UNDP refuses to accept that the human losses and destruction caused by disasters are unavoidable tragedies. On the contrary, we have prioritized disaster risk reduction, recognizing it as a key component of any country's overall development plan. This involves identifying risks, developing tools and training for government personnel, and establishing pre-disaster recovery plans that anticipate losses as well as the financial, institutional and technical resources that need to be in place for a faster and more effective recovery. High-risk countries in particular need to be able to put in place measures to reduce their exposure and vulnerability to natural hazards through early warning systems, appropriate building codes and disaster-sensitive local development plans. These efforts not only help to protect lives, livelihoods and assets, but they can also prevent hard-won development gains from disappearing overnight, blown away by gale-force winds.



## COUNTRY SUPPORT

The overall strategic guidance to UNDP's work in the area of disaster risk management is provided by the Hyogo Framework for Action, which was adopted by 168 governments present at the 2005 World Conference on Disaster Reduction in Kobe, Japan. UNDP contributes to implementing the Hyogo Framework through its support to the International Strategy for Disaster Reduction (ISDR) system. This system has overall responsibility for coordination, information sharing, and working with partners to implement and strengthen disaster risk reduction in accordance with the framework. The five priority areas are:

- Ensuring that disaster risk reduction is a national and local priority with a strong institutional basis for implementation
- Identifying, assessing and monitoring disaster risks and enhancing early warning
- Using knowledge, innovation and education to build a culture of safety and resilience
- Reducing underlying risk factors
- Strengthening disaster preparedness for effective response

UNDP's efforts focus on the national and local levels, where we assist governments in implementing disaster risk reduction activities. In 2008 BCPR provided technical support to more than 40 UNDP offices in highly disaster-prone countries, including Armenia, Belize, China, Ecuador, Jordan, Haiti, India, Indonesia, Laos, Madagascar, Malawi, Mozambique, Myanmar, Nepal and Pakistan.

In such countries, UNDP has established working relationships with relevant government counterparts and has dedicated staff to anchor disaster risk reduction activities. To this end, UNDP has a global network of regional and national disaster risk experts who help develop disaster risk reduction programmes; work to ensure disaster risk reduction is part of the development agenda; and help country offices integrate this work into development planning and programming. Full-time National Disaster Reduction Advisers are currently present in seven high-risk countries around the world, and others are being recruited for two other nations. UNDP has also placed full-time Senior Regional Disaster Reduction Advisers in each region to roll out UNDP's programme portfolio, promote information exchange between countries, and offer technical advice.

The conditions within each country – such as the degree of disaster risk and vulnerability – dictate all country level activities. UNDP's engagement at the country level can be classified in two categories. The first category refers to countries where UNDP is working with the government to establish disaster reduction as a national priority and strengthen basic institutional structures for disaster preparedness. In these countries, UNDP has supported governments to devise a solid institutional and legal basis for disaster risk reduction and strengthened key government institutions.



# Establishing disaster risk management as a priority

## China

According to official figures, the massive 2008 Sichuan earthquake killed an estimated 69,000 people and injured another 374,000; more than 18,000 are listed as missing. It affected more than 45 million people. Fifteen million people were evacuated from their homes, and at one point 5 million were living in temporary shelters. The structural and economic damage was also devastating. The earthquake pushed 10 million people below the poverty line and 6.5 million homes were destroyed. The total economic loss caused by the earthquake has been estimated at a stupendous USD 86 billion. Aftershocks, quake lakes, landslides and rain further aggravated the crisis.

UNDP took immediate steps to assist the government in its relief, recovery and reconstruction efforts. For example, UNDP helped the State Council Leading Group Office of Poverty Alleviation and Development and other partners develop a plan to support the government in early recovery and disaster risk management.

In 19 of the poorest affected villages in Sichuan, Gansu and Shaanxi provinces, UNDP provided financial and technical support for rural reconstruction. To strengthen the response of local authorities and communities, UNDP organized briefing sessions on resettlement planning, and helped train more than 2,000 men and women from 35 villages in safe building skills. It also helped the government implement micro-credit and cash-for-work schemes to support small-scale public facility reconstruction projects, including roads, irrigation and drinking facilities, as well as restoration of farmlands.

To address pressing legal needs, UNDP supported the China Law Society to undertake an assessment in the quake-affected areas in Sichuan to identify possible interventions, focusing in particular on the needs of disadvantaged and vulnerable people. Based on the assessment, UNDP is supporting follow-up actions on key legal issues, including property and land rights, employment interests, adoption, inheritance and insurance, and legal assistance outreach to affected communities.

## The Dominican Republic

When tropical storms Noel and Olga hit the Dominican Republic in late 2007, they caused widespread flooding and landslides, displacing over 140,000 people. Many people were living in temporary shelters and could no longer support themselves through the agricultural livelihoods on which they had previously relied.

UNDP responded immediately, using funds to help local non-governmental organizations form community work teams that paid local people to perform public works. Activities ranged from cleaning canals and clearing debris on the roads to landslide prevention activities. This infusion of capital into the community not only allowed families to buy medicines and other necessities, but it also helped restart the local economy and accelerate the return to normal life.

To help affected populations “build back better” and rehabilitate their communities, UNDP provided technical support to newly-created local monitoring and support committees. Women are playing a major role in these committees, which develop provincial recovery plans and support other rehabilitation activities.

UNDP also works at the national level to help the government strengthen its risk reduction efforts. For example, it is supporting the establishment of a monitoring system to track international cooperation aid for emergency response and recovery. In addition, UNDP and partners are working with the director of the national Civil Defense to establish three provincial and 15 municipal Disaster Prevention, Mitigation and Response Committees to oversee all risk management work in their areas.

## Madagascar

Madagascar is one of the most disaster-vulnerable countries in Africa. A single cyclone in 2008 caused an estimated USD 333 million in damage, over USD 259 million of which hit the private sector. The impact was equivalent to about 4 percent of the nation’s total GDP. According to government statistics, an estimated 350,000 people were displaced, 200,000 of whom were rendered homeless. These recurrent disasters undermine development efforts and pose a challenge for economic growth.

UNDP has a longstanding engagement in disaster risk reduction in the country. By the end of 2008 UNDP achievements in Madagascar included:

- Strengthening the operations of the national disaster risk management bureau (Bureau National de Gestion des Risques et Catastrophes) through training measures and the creation of a standard operating procedures manual
- Helping design disaster risk management plans in nine regions
- Facilitating the creation of disaster risk management committees in high-risk communities and regions to better prepare populations for the next natural hazard
- Supporting the decentralization of risk management by setting up communications systems and risk management offices in eight districts, as well as systems to collect, analyze and share information among communities
- Setting up an early warning system and improved radio communication network across the country that effectively serves all levels of society (commune to national)
- Strengthening the national emergency operation centre

UNDP also helped develop and obtain funding for a comprehensive follow-up programme for 2009 through 2011. With a focus on the community level and women, the new programme is designed to further strengthen local and national disaster risk reduction and recovery mechanisms. It will also improve integration of disaster risk management into other areas of government programming, and establish regional funds to support concrete risk reduction efforts at the regional level. The programme will hire a gender specialist to make sure gender issues remain a strong component of the programme’s activities. For example, the programme specifies that women are to select up to 50 percent of the projects to receive regional funds. Furthermore, the tools and guidance developed for national institutions will consider the role of women and integrate their needs.

The second category of countries with which UNDP works have already established disaster risk reduction mechanisms; UNDP helps them further these efforts by working to incorporate disaster risk reduction into key development sectors and at all administrative levels.

## Bolstering existing disaster risk management capacities

### Indonesia

Natural disasters are common in Indonesia, causing loss of lives and livelihoods, property destruction and environmental damage. Strong seismic activity not only exposes people to the direct consequences of earthquakes, but also to storm surges from tsunamis. This, coupled with 128 active volcanoes and frequent floods from the country's 5,000 rivers, makes Indonesia one of the most disaster-prone nations in the world.

With this in mind, both the government and its international partners have great incentive to reduce the country's vulnerability to natural hazards. The government's multi-pronged approach includes policy initiatives for long-term risk reduction and action at the community level to increase people's resilience. UNDP has been a key interlocutor with the government in recovery and disaster risk reduction, contributing to lowering vulnerability as well as helping communities to recover.

At the national level, UNDP supports initiatives to ensure that disaster risk reduction is an integral part of development planning. Key contributions in 2008 included support to develop the Disaster Management Law, which makes disaster risk reduction one of nine national development priorities and substantially increased relevant funding from USD 17 million for pre-disaster mitigation in 2007 to USD 150 million in 2008. UNDP helped create the Disaster Management Agency and supported its production of guidelines for local disaster management agencies. UNDP also provided assistance to local governments to ensure women are included as members of disaster risk reduction decision-making bodies.

At the community level, UNDP helped develop early warning systems and conduct risk assessments that enhance effective planning and recovery efforts. With a focus on the disaster affected areas of Aceh and Yogyakarta, UNDP supported efforts to ensure reconstruction is done in a way that reduces risk. For example, the Early Recovery Assistance Programme for Yogyakarta and Central Java provided tradesmen, homeowners and village solidarity groups with ready access to technical advice on earthquake-resistant design and reconstruction. It also helped establish local technical expertise on risk reduction in 17 sub-districts to serve 51 disaster-prone villages.





## Pakistan

For the past four years, UNDP has worked with the government of Pakistan to establish a national disaster risk management system, assisting in the preparation of the National Disaster Risk Management Framework and the establishment of the National Disaster Management Authority.

In support of these efforts and as part of the “One UN” approach – a UN-wide effort to ensure that all UN entities operating in Pakistan harmonize their activities – 13 of the 19 UN agencies present in Pakistan, including UNDP, have developed a joint programme to address the nation’s disaster risk management needs. Developed in 2008 with an estimated budget of USD 66 million, the two-year programme will assist the government in strengthening systems for disaster risk management to reduce the impact of disasters and thus contribute to the attainment of the Millennium Development Goals. It will focus on areas such as strengthening institutions, early warning systems and community level risk reduction – all through a variety of initiatives including training, technical support, mobile response teams, and outreach and advocacy.

## MAJOR POLICY DEVELOPMENTS

### Meeting the climate challenge

According to UNDP's 2007 Human Development Report, the number of people in developing countries affected by climate-related disasters grew steadily from less than 50 million in 1975-1979 to more than 250 million from 2000-2004. Climatic hazards – such as drought, floods and storms – threaten lives, affect livelihoods and exacerbate poverty. Rising temperatures and prolonged periods of drought already cripple harvests in many parts of the world. Future climate change is expected to put almost 50 million people at risk of hunger by 2020. Shrinking freshwater supplies for drinking and agriculture will affect billions of people.

Recognizing these challenges, in 2008 UNDP placed greater emphasis on the link between climate change adaptation and disaster reduction through climate risk management. UNDP stresses the importance of strengthening national institutions and expertise to manage these climate-related risks, underscoring the link between climate and development.

UNDP has adopted a strategy to ramp up its capacity to meet climate related needs. The strategy commits UNDP to meeting three targets by 2010: (1) work with 25-30 disaster-prone countries to adopt critical disaster risk reduction measures; as a first stage, help five high-risk countries develop and implement comprehensive risk reduction measures; (2) ensure adequate relevant UNDP staffing; and (3) integrate efforts within UNDP to manage risks associated with short-term climate variability and longer-term climate change. As part of this endeavor, UNDP is developing an integrated support package for UNDP country offices that equips staff to recognize disaster- and climate-related risks and opportunities for addressing them within existing development portfolios. At national and regional levels, UNDP Disaster Reduction Advisers and Climate Change Adaptation Advisers are working together to assess existing disaster/climate change risks within particular countries, as well as to build and develop national expertise and provide technical support in these areas.

For instance, UNDP worked on climate risk management in **Armenia, Ecuador, Indonesia** and **Mozambique**, strengthening national technical expertise to analyze risks related to climate variability and define risk management solutions. In **Cape Verde** UNDP conducted a review to determine how climate change adaptation and disaster risk reduction could be better integrated into the activities of UN agencies in support of the government. The recommendations now form the basis of a new UNDP-funded climate risk management project. And in more than 12 high-risk countries throughout Africa, Asia and Latin America and the Caribbean, UNDP is working to develop integrated climate risk management programmes.

## Towards a comprehensive approach to urban risks

In 2007, for the first time in history, the world's urban population exceeded its rural population. Largely unplanned, this urban expansion does not respond to the increased risks caused by escalating urban populations. These risks include demographic pressure on social services, scant attention to hazards in the development process, weakened governance, and inadequate risk awareness among populations and governing institutions.

Reducing urban risk requires not only good urban governance, but also public awareness of risk patterns, and policies for including disaster risk in urban development processes; these should be based on appropriate land use planning and effective implementation of disaster reduction regulation and standards. In this context, UNDP has stressed urban disaster risk reduction as an important area of engagement pursuing a series of initiatives.

In **Jordan**, for instance, earthquakes represent a major natural hazard for the city of Aqaba, resulting in loss of life, damaged buildings and infrastructure, and economic losses. To reduce that city's vulnerability to future quakes, UNDP supported the local government in conducting a risk assessment that provides the necessary tools for legislators and scientists to quantify the level of seismic risk affecting the city. UNDP also assisted in the development of a city master plan for earthquake risk management.

## Linking disaster risk reduction and development

To complement its support to disaster risk reduction systems at the country level, UNDP promotes efforts to integrate disaster risk reduction into national development programmes. With support from the Canadian government, UNDP launched a Global Mainstreaming Initiative in 2005 to strengthen the capacity of governments to integrate disaster risk reduction in national development planning and programmes. Key activities include:

- Integrating disaster risk reduction into other UNDP priority areas (energy and environment, poverty reduction and democratic governance) as well as into other central cross-cutting issues, including climate change and gender
- Building capacities to integrate disaster risk reduction at the national level through the development of tools, such as tailored training packages and practical case studies
- Promoting harmonization of disaster risk reduction approaches with key partners, including the World Bank, the International Strategy for Disaster Reduction and the ProVention Consortium



# India

The Indian sub-continent is prone to a variety of natural disasters – earthquakes, floods, landslides, droughts, and cyclones – affecting approximately 30 million people each year. In addition to these regular annual events, severe disasters in recent years have led to losses on an unprecedented scale, causing development resources to be diverted to relief and recovery efforts. In line with the commitment of the government of India on disaster management, the UN Country Team in India made disaster risk management a priority in its development assistance framework for 2008-2012 to ensure that disaster risk reduction is integrated throughout all aspects of UN programming. UNDP's contributions to this achievement included: providing training to the UN Country Team on how to integrate disaster risk reduction in annual work plans; and including disaster risk reduction in a training package for public health workers. As a next step, UNDP's new comprehensive disaster risk management programme for 2009-2012 specifically seeks to integrate disaster risk reduction into India's sectoral flagship development programmes.





## GLOBAL PARTNERSHIPS AND INITIATIVES

Global cooperation is critical to disaster risk reduction. To this end, UNDP has made it a priority to play an active role in supporting international efforts and mechanisms that strive to improve coordination and strengthen regional capacities.

### International Strategy for Disaster Reduction System

In the context of the Hyogo Framework of Action, the International Strategy for Disaster Reduction System (ISDR) is a key mechanism for coordinated disaster reduction work around the world. UNDP is actively engaged in the global governance structures of ISDR, consisting of: a Global Platform in which international and regional organizations, Member States and other partners are represented; a Programme Advisory Committee to oversee the ISDR work plan; and a Management Oversight Board, which is chaired by the Under-Secretary-General for Humanitarian Affairs with the United Nations Development Group, represented by the Director of BCPR, as the Vice-Chair. UNDP continues to use its participation in ISDR to advocate for enhanced efforts to integrate disaster management, climate change response and development.

**Thematic platforms.** The ISDR thematic platforms respond to needs identified by the Global Platform. UN organizations select global best practices and link them with regional and national disaster risk reduction efforts. For example, UNDP leads ISDR's Global Risk Identification Programme and its Capacity for Disaster Reduction Initiative.

Launched in 2007, the Global Risk Identification Programme (GRIP) supports national partners in high-risk countries to identify and map the factors that cause natural disasters. To assist high-risk countries, GRIP has developed a package of services that offer risk reduction options. This service package includes methods for national and local risk assessments that help governments to better understand risk patterns over time. GRIP is working on: a disaster data portal to improve access to information from various disaster databases; a pre-disaster shelter planning methodology for local authorities to produce shelter plans before disasters occur; and disaster data standards and quality control mechanisms for the collection and exchange of disaster information at the national level.

GRIP also supports the establishment of national disaster observatories. These observatories document recurrent disaster losses and help identify future disaster risks. In Ecuador, Mozambique and Sri Lanka, for example, work on national and local risk assessments and the establishment of national disaster observatories has already started. Similar activities are in preparation for Armenia, Belize, and Laos.

The Capacity for Disaster Reduction Initiative (CADRI) is a joint programme of UNDP, the ISDR secretariat and the UN Office for Coordination of Humanitarian Affairs (OCHA). CADRI's goal is to serve as a global resource for information and guidance on disaster risk reduction, supporting UN Resident/Humanitarian Coordinators and helping selected

high-risk countries efficiently manage disaster risks. In Mozambique, for example, CADRI identified measures to increase local disaster risk reduction and emergency preparedness capabilities. In 2008, CADRI helped design and deliver three regional trainings on humanitarian coordination in disaster settings in Panama, Senegal and South Africa for a total of 54 Resident/Humanitarian Coordinators. Similarly, CADRI helped orchestrate a session on humanitarian action in disaster situations for nearly 100 staff from country offices. Materials developed for these trainings have been compiled and will be made available online in 2009.

## Inter-Agency Standing Committee<sup>7</sup>

As a result of UNDP's active engagement, the Inter-Agency Standing Committee (IASC) has established an informal climate change task force and has continued to prioritize DRR strategies and risk management practices as critical elements for climate change adaptation. For example, IASC developed a plan to strengthen adaptation through: disaster risk reduction strategies, risk management and risk transfer mechanisms; national planning for adaptation; enhanced knowledge sharing; improved financial and technological support; and institutional frameworks.

## United Nations Development Group<sup>8</sup>

To further incorporate disaster reduction into development processes, UNDP and the UN Environment Programme (UNEP) co-chaired a United Nations Development Group (UNDG) task team that issued guidance to help the UN system integrate disaster risk reduction in its work at the country level. Its accompanying implementation strategy maps existing capacities in the UN system and identifies the necessary support structures, mechanisms and tools to be developed or further strengthened. Both the guidance note and roll-out strategy for integrating disaster reduction into Common Country Assessments and UN Development Assistance Frameworks were approved by UNDG in January 2009. UNDP will work with UNEP and other partners to implement the strategy in 2009 and beyond.

## Cooperation with the World Bank

UNDP and the World Bank cooperate closely in countries affected by natural disasters and other crises, where the two organizations frequently play a leading role in coordinating international response at the country level. As discussed more fully in the institutional partnerships chapter of this report, 2008 saw significant advances in the continued strengthening of this relationship, with the creation of a new UN-World Bank partnership framework which creates common guidelines for the two organizations at the operational level and advances coordinated response.

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<sup>7</sup> The Inter-Agency Standing Committee Working Group is composed of the directors of the Emergency Programmes of the Inter-Agency Standing Committee agencies or their equivalent counterparts. It meets on regular intervals three times each year. The Working Group is chaired by the Director of the UN Office for the Coordination of Humanitarian Assistance office in Geneva.

<sup>8</sup> The United Nations Development Group is an instrument to improve the effectiveness of UN development at the country level. It brings together the operational agencies working on development, namely the United Nations Children's Fund (UNICEF), the United Nations Population Fund, the World Food Programme and UNDP.









# 4

## Achievements in Gender Equality in Crisis Prevention and Recovery

Conflict and natural disasters claim lives, destroy livelihoods, and create a path of destruction through homes and communities, affecting every man, woman and child. Yet our experience around the world has shown again and again that women bear the brunt of suffering in crises – whether they are man-made or the result of a natural catastrophe. Women are the victims of sexual and gender-based violence – an all too frequent occurrence in situations of crisis. They are the ones who must eke out a living for their children after their livelihoods are gone. They are the unheard and the poor – often barred from peace negotiations and recovery programmes that allow them to rebuild their lives.

“A woman would never go to the courts unless she has nowhere else to go.”

- Ms. Shiranee Tilakawardane,  
*Chief Justice of Sri Lanka*

It is against this background that the Bureau for Crisis Prevention and Recovery (BCPR) has made gender equality a top priority in all areas of our work. The strategy that guides our efforts is the Eight Point Agenda for Women's Empowerment and Gender Equality in Crisis Prevention and Recovery – a clear and concise strategy to protect and empower women, and make the societies they live in more secure in the process. Launched in 2007, this groundbreaking approach responds to the needs of women and girls in crisis and gives them a voice in the recovery process. The eight points of the agenda are:

1. Stop violence against women
2. Provide justice and security for women
3. Advance women as decision-makers
4. Involve women in all peace processes
5. Support women and men to build back better
6. Promote women as leaders of recovery
7. Include women's issues on the national agenda
8. Work together to transform society

To implement this ambitious agenda, BCPR developed a three-year action plan in 2007 that mapped out human resources, funding, programming, and monitoring and evaluation needs. BCPR also adjusted its internal structures to raise the bar on performance in gender equality. To reinforce the agency's commitment to women's security and empowerment, last year BCPR developed its Gender Strategy for 2009-2013.

According to the current strategy, the Bureau dedicates 15 percent of its overall staff time to the implementation of the Eight Point Agenda, which incorporates BCPR's commitment to train staff and increase their expertise in gender equality. Building on the expertise recruited in 2007, BCPR added a third Senior Gender Adviser (with expertise in gender and disaster risk reduction and recovery) and three staff members whose time is devoted fully or partially (50 percent) to gender work. BCPR also exceeded its 15 percent target for resource allocation by dedicating 24 percent of all funding allocations (from both Trac 1.1.3 and the Thematic Trust Fund for Crisis Prevention and Recovery) to gender-specific projects or gender-related activities.<sup>9</sup>

In 2008, four gender consultants were deployed to Iraq, Sudan and the occupied Palestinian territories to support ongoing crisis prevention and recovery work. BCPR also added nine gender and conflict prevention and recovery experts to its roster for rapid deployment in emergencies. It also assisted in identifying highly qualified candidates in gender and conflict prevention and recovery to help country offices incorporate gender issues into their immediate response to crisis programming. In 2009, BCPR (in partnership with UNDP's Bureau for Development Policy) will deploy ten Senior Gender and Conflict Prevention and Recovery Advisers to the UNDP or UN Resident Coordinators' offices in Burundi, Haiti, Iraq, Kosovo, Liberia, Nepal, Papua New Guinea, Sierra Leone, South Sudan and Timor-Leste to strengthen the inclusion of gender equality in crisis prevention and recovery programming.

While donors support UNDP's increased commitment to gender equality, this support has not translated into the funding required to make the Eight Point Agenda a reality. Indeed, sustained funding for gender in crisis settings remained a challenge in 2008 – BCPR secured only half of the USD 10 million sought in its 2008-2009 gender action proposal.

## IMPLEMENTING THE EIGHT POINT AGENDA

The initiatives below – all of which received technical support and/or funding from BCPR – highlight some of the strides UNDP has made in 2008 toward gender equality and empowerment:

### 1. Stop violence against women

In conflict situations, rape and sexual violence have become weapons of war. UNDP seeks to fight impunity for these violations at all levels—national, regional and international.

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<sup>9</sup> BCPR's programme areas are funded by two main sources: the United Nations Development Programme Regular Resources (Trac 1.1.3) and voluntary contributions to the Thematic Trust Fund for Crisis Prevention and Recovery.

“We cannot expect to go out and police the community when we are among the worst offenders.”

- Mr. Gari Baki, *Papua New Guinea's Police Commissioner*

In **Papua New Guinea**, UNDP helped the government design a two-year programme to build national capacities through crisis prevention and recovery. The programme aims to strengthen women's security in crisis by working with and changing attitudes of the police.

In **Sudan**, the UNDP-supported Darfur Rule of Law project launched a major campaign to increase awareness of a key legal system amendment removing a major obstacle to survivors who seek treatment and attempt to file criminal reports. The ongoing initiative focuses on actively taking the simple but critical messages directly to the population, including internally

displaced people and isolated communities. For example, in October 2008, UNDP, in collaboration with the UN Development Fund for Women (UNIFEM), presented them to more than 50 police officers and inspectors in Darfur.

## UNDP IN ACTION

# KOSOVO

Violence against women is widespread to the point of being a common occurrence in Kosovo. According to a recent national survey, 46.4 percent of women responding said they have experienced violence in their homes. The use of rape during the 1999 conflict and a recent increase in the internal trafficking of women have added to the extent of the problem. Longstanding practices that foster inequality further frustrate efforts to end the violence.

In 2008, UNDP supported the Women's Safety and Security Initiative to improve the security environment for women in Kosovo. UNDP is now a recognized actor, providing support for survivors of violence and raising issues of their security in policy-making circles – no small achievement in a society where those in power often fail to recognize the gravity of the problem.

UNDP has achieved a particularly successful partnership with the Trafficking in Human Beings Section of the Kosovo Police. In 2007, UNDP helped establish and equip interview rooms for survivors of trafficking and domestic violence in six regional police stations. For over 18 months these rooms have provided a place in which survivors and service providers can interact in safety. UNDP also aided the Ministry of Internal Affairs in developing the Kosovo Strategy and National Action Plan against Trafficking in Humans in 2008; it is currently helping to establish implementation mechanisms for the strategy, including a secretariat and a civil society monitoring and reporting network.

## 2. Provide justice and security for women

Guaranteeing access to justice and ending impunity for perpetrators of violence is another central pillar of UNDP's crisis prevention and recovery work.

In 2008, UNDP began the roll out of a global programme to strengthen the rule of law in conflict and post-conflict situations in 20 countries. This programme emphasizes access to justice and gender-based violence in eight conflict/post-conflict settings, including **the Central African Republic, Chad, the Democratic Republic of the Congo (DRC), Guinea-Bissau, Kosovo, Liberia, Sierra Leone, Somalia and Timor-Leste.**

With MONUC (the UN peacekeeping operation in **DRC**) and other UN agencies, UNDP has helped the government promote the rule of law and strengthen the capacity of local non-governmental organizations to develop a network of 150 paralegals and defense attorneys. UNDP also carried out a survey in the five provinces of eastern DRC to assess the nature and extent of gender-based violence and identify further interventions to protect women and respond to their needs.

In **Liberia**, UNDP supported a large-scale effort to encourage women to testify before the national Truth and Reconciliation Commission. Working through local non-governmental organizations (including women's groups), the joint effort reached over 11,200 women and conducted workshops preparing hundreds of women to testify. Although some of these women did not eventually testify (due to Commission time constraints and/or their choice not to) Commission records indicate that 217 did (representing 38 percent of all witnesses).

## 3. Advance women as decision-makers

Women need the skills and confidence to influence the decisions that directly affect their lives; this includes their direct participation and representation in government.

In **El Salvador**, the "Towards the Full Participation of the Women in Politics" initiative has promoted women's political participation through the training of qualified female leaders, including members of political parties, mayors, municipal councilors and deputies.

In **Côte d'Ivoire**, UNDP and its partners implemented a recovery and reintegration project in the former rebel-occupied zone. This initiative helped establish a centre for women's health and provide psychosocial support and livelihood opportunities to survivors of sexual violence. The project also assisted women to prepare for the presidential elections by providing training on political participation and strengthening networking among women's associations and other national organizations.

In **Sierra Leone**, the "Violence Free Election" project promoted the active participation of women's organizations in recent elections. Women's groups and female artists played a crucial role in easing tension during the July 2008 local council elections. They used music, drama and sports to convey a message of peace – using television and radio appearances to inform the public, especially young people – to avoid violence before, during and after the electoral period.





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#### 4. Involve women in all peace processes

UNDP supports the involvement of women in all stages of peace and recovery processes. Excluding women from conflict prevention and recovery not only deprives them of their most immediate needs, but it weakens the overall effectiveness and sustainability of peace and recovery processes. Women have a broad range of needs – from ones as basic as being able to walk to a latrine in an internally displaced people’s camp without fear of assault, to ones as complex as promoting themselves in government. By excluding women, societies also fail to gain from their insight and resourcefulness. In times of crisis, women have shown extraordinary resolve and strength, whether by forming networks to provide vital services or by joining together to promote responsible, peaceful governance. If women are seen only as victims—and not as problem-solvers and decision-makers—a key resource for sustainable peace is lost.

In **Colombia**, the “Reconciliation and Development Programme” (REDES) promotes reconciliation and development in regions especially affected by violence. In 2008, as part of an effort to include gender and peacebuilding in national and regional agendas, the programme created spaces for dialogue between civil society and public institutions, involving over 600 women representing 385 women’s organizations from 97 municipalities.

UNDP helped identify distinct activities for the protection and empowerment of women and strengthen women’s leadership roles in conflict prevention and peacebuilding in new programmes launched in **Cameroon, Colombia, Guinea-Bissau, Kenya, Liberia, the Maldives, Nepal** and **the occupied Palestinian territories**.

UNDP conducted systematic assessments of the situation of women and girls affected by gender-based violence and of women's leadership roles in conflict prevention and peacebuilding during the development of UN strategic frameworks in eastern **DRC**, **Kenya** and **Zimbabwe**. UNDP also provided technical support on gender and conflict analysis in three locally-led conflict analysis processes in North Kivu in eastern **DRC**, **Kyrgyzstan** and **the occupied Palestinian territories**.

## 5. Support women and men to build back better

Men and women are affected by crisis differently. Consider, for example, Cyclone Nargis, which hit **Myanmar** in 2008. As a result of that society's traditional gender roles, in small villages many men were either fishing or working away from home when the storm hit. A post-Nargis needs assessment revealed that in the 18-60 year old age group more than twice as many women died as men in severely affected villages. In some villages the women in that age group were killed by the cyclone, triggering a series of gender-related challenges – such as the risk of young girls dropping out of school to tend to younger children and household chores, and the need to develop support networks for women left to care for extended family and community members without assistance from men. For recovery programming to be effective, women and girls required strategies and programming tailored to their specific needs. Among other activities, UNDP helped revive 600 community groups made up of women heads of households. These groups manage small grants and redistribute the income they generate.

In **Haiti**, UNDP stepped in to aid a country pummeled by a devastating three-week series of hurricanes and tropical storms. UNDP's recovery activities included a major livelihoods project that ensured women had access to funds to re-start businesses, replant fields and engage productively in the Haitian economy. In **Peru**, UNDP's post-disaster recovery support enhanced participation of women's organizations by encouraging their involvement in local risk reduction plans, and by facilitating their access to government housing programmes and livelihoods opportunities. For instance, women in four of the most disaster-prone areas have started an organic agriculture project, while others have initiated a reforestation initiative to prevent landslides and floods.

## 6. Promote women as leaders of recovery

In times of crisis, the loss of family members, assets and homes all contribute to increased gender inequality. Society's protective networks break down. Having lost their husbands, brothers and fathers, communities and other social support networks, women are particularly vulnerable. Yet the same destructive forces of crisis can also create opportunities during the recovery period to challenge long-standing biases against women and give them an equal footing in society. With appropriate, sustainable and innovative support to governments and civil society, post-conflict recovery can provide greater prospects for violence reduction and for new, non-traditional leaders to emerge.

# Timor-Leste

Women have been an important but sometimes overlooked force in the post-conflict recovery of Timor-Leste. Years after the peace accords were signed, women – particularly internally displaced women – continue to struggle to find ways to support themselves and their families.

In 2008 UNDP supported the “Women in Self-Employment” project to ease the burden of internally displaced populations on host communities by promoting the creation of self-employment opportunities for women. Working in partnership with the Secretariat of State for Vocational Training and Employment and the International Labour Organization, the project targeted Baucau, Lautem and Viqueque, the three districts most affected by the conflict. Aimed at providing women with the resources and practical skills they need to venture into business, the project focused on small-scale production projects – all of them conceived by the women themselves. Some of the women made popular consumer items – such as tamarind candies, coconut oil, tofu and tempeh – while others engaged in mulberry tree and silkworm cultivation, as well as cotton weaving. More than 300 women participated in business management training courses, half of them receiving start-up capital to launch their own businesses.



# Lebanon

UNDP has been working in Southern Lebanon since 2000, with programmes focusing on reconciliation, strengthening local capacity, and socioeconomic development. The July 2006 war resulted in extensive loss of livelihoods and massive damage to civilian infrastructure, population centres and the environment. Although recovery operations have addressed much of the physical damage, the socioeconomic needs of southern Lebanon remain acute.

In addition to their traditional roles as wives and mothers, women in southern Lebanon are also dynamic farmers. Yet they are not generally regarded as decision-makers and are expected to stay close to home, leaving men as the main income providers. Opportunities for women to participate in local decision-making and economy-building are therefore limited. With UNDP's support to establish cooperatives, women have been encouraged to venture into business.

UNDP's assistance was three-fold. First, it conducted skills training for cooperatives in a wide range of management areas, including administration, feasibility studies, quality control, sales techniques, negotiation and marketing strategies. Second, UNDP provided resources to purchase essential equipment, such as ovens for making baked goods, vehicles to transport goods to market, and electrical generators to maintain refrigeration and production. Finally, UNDP boosted the exposure of the cooperatives by facilitating their participation in marketing opportunities and networks. In some instances, local communities provided land for the cooperatives to grow agricultural produce.

These cooperatives allowed women to become financially independent while staying close to home, strengthening their ability to support their families. Cooperative members believe that training and direct experience in conducting business transactions have increased their skills and confidence. They also find that, through these cooperatives, they can contribute to the recovery of their communities. In some instances, UNDP's assistance has allowed cooperatives to increase their production by 50 percent.

In total, these efforts assisted women in 15 cooperatives in 15 communities.



## 7. Include women's issues on the national agenda

UNDP strives to ensure that governments can transform themselves to better meet the needs and aspirations of women.

In **Asia**, UNDP facilitated a gender-sensitive institutional and legislative review for early warning systems. This review highlighted the crucial role of government and legal systems in implementing gender-sensitive early warning systems as part of disaster risk reduction.

In **Kosovo**, through the “Women’s Safety and Security” initiative, UNDP supported the research and drafting of “Security Begins at Home,” a national report on domestic violence published and launched in November 2008. The report is now being used as the basis for developing an action plan and law against domestic violence.

## 8. Work together to transform societies

All elements of the Eight Point Agenda contribute to developing capacities to change the position of women and girls in society. We know from experience that when we empower women and enable men to promote social change we transform societies. Encouraging these transformations and shifting mindsets requires a long-term investment from UNDP and its partners. Visible results can take years.

In **Peru**, training for authorities as part of post-earthquake efforts resulted in a change in the allocation of local government resources. As a result, civil society organizations, including women’s groups, were able to more easily access government housing programmes.

UNDP also launched a research project on violence and male roles in society to strengthen its approach to working with men and male youth to better prevent gender-based violence. Initial steps included case studies in **Indonesia (Aceh)** and **South Sudan**.

## GLOBAL INITIATIVES AND UNITED NATIONS INTER-AGENCY COLLABORATION

In addition to providing direct country support, UNDP led and/or participated in a number of global initiatives and UN inter-agency fora.

BCPR and the Bureau for Development Policy worked together to provide practical tools and guidance for UNDP country offices to integrate specific points from the Eight Point Agenda into national programming. In 2008 this included developing and disseminating gender indicators to monitor the Eight Point Agenda at country level; creating and distributing a gender checklist for project planning; and developing – together with the Millennium Development Goals Spanish Achievement Fund (MDGF) Secretariat – the MDGF Gender Guidance for all the windows of the fund.

UNDP is also an active partner in the inter-agency initiative UN Action Against Sexual Violence in Conflict: Stop Rape Now (UN Action), and served as its chair from 2006 to 2008. UN Action is the first coordinated attempt by the UN system to ramp up advocacy and activities to reduce sexual violence in war.

In this role, UNDP worked closely with Security Council members to support the adoption of UN Security Council Resolution 1820, which states that “rape and other forms of sexual violence can constitute war crimes, crimes against humanity or a constitutive act with respect to genocide.” This resolution targets sexual violence specifically and comprehensively; as a result, it will no longer be possible to portray rape in war as an issue that does not warrant the Security Council’s attention. (The work of UN Action was recognized in Security Council Resolution 1820, which “[welcomes] the ongoing coordination of efforts within the United Nations system, marked by the inter-agency initiative United Nations Action Against Sexual Violence in Conflict.”)

Other UN Action achievements in 2008 included: strategic advice and the support for UN Country Teams working on sexual and gender-based violence in the Central African Republic, Chad, the Democratic Republic of the Congo, Haiti, Kenya and Liberia; an expert meeting on “Sexual Violence in Conflict: Data Collection Methodologies” in December 2008 in Geneva to improve data collection on the magnitude, nature and extent of sexual violence in direct response to Security Council Resolution 1820; an inventory of good practices for peacekeepers to increase their engagement in the protection of women from sexual violence in conflict; and identifying key operational challenges, such as the need to mandate, train, deploy and equip peacekeepers to combat rape by armed actors. To this end, UN Action helped to compile examples of good practice in women’s protection.

UN Action also organized the Wilton Park Conference in May 2008. The conference brought together military personnel and heads of peacekeeping operations with representatives from other UN agencies and civil society for the first time ever to discuss practical methods to prevent and respond to sexual violence in conflict. In addition, UN Action continues to work closely with members of the Security Council to ensure that when peacekeeping mandates come up for renewal, there is clear direction to protect women from sexual violence, and for the United Nations Secretary-General to report systematically to the Security Council on UN-led efforts.

UNDP continued to engage in other UN inter-agency fora, including the Inter-Agency Standing Committee Sub-Working Group on Gender, Protection and Rule of Law. This group works to ensure maximum cooperation in all gender-related efforts between UN peacekeeping missions and UNDP’s in-country staff in crisis and post-crisis countries.

Gender equality in crisis prevention and recovery remains a priority for UNDP in 2009.









Effective partnerships are crucial to the success of any crisis prevention and response planning and programming – particularly those that encourage key actors to complement each other and avoid duplication. UNDP is committed to improving coordination among partnering institutions in 2009, and took a number of steps to strengthen key relationships at both the headquarters and country levels in the past year.

## PARTNERSHIP WITH THE WORLD BANK

### Key achievements

UNDP and the World Bank strengthened their cooperation in countries affected by either conflict or disaster-related crises. As the leading international actors in post-crisis recovery, the two organizations normally coordinate the international response at the country level. Working closely with other partners in the UN Development Group, they have also developed and implemented joint recovery strategies and funding approaches in a number of crisis-affected countries, building on joint instruments such as the Post-Conflict Needs Assessments, Transitional Results Frameworks and Multi-Donor Trust Funds.

Given the different mandates of UNDP and the World Bank, the two organizations have different yet complementary strengths – a situation that provides both incentive and opportunity for further cooperation. Whereas the World Bank is a major source of financing for poverty reduction and technical expertise on public finance management, UNDP has an ongoing country presence, including at the sub-national level, with a particular focus on developing national and local capacities and on recovery issues, among them reintegration of ex-combatants, peaceful management of conflicts, mine action and rule of law.

## New UN-World Bank Partnership Framework

The United Nations and the World Bank took an important step forward in October 2008 by agreeing to formalize their cooperation in crisis and post-crisis situations through a partnership framework – one that provides common guiding principles for working with national authorities and other partners. It also calls on the World Bank Group and UN system organizations to improve inter-agency communications, strengthen joint planning, increase collaboration on funding mechanisms, and foster a culture of greater collaboration. A fiduciary principles accord will facilitate the transfer of financial resources among agencies when a trust fund is administered by one of the participating agencies.

## Cooperation on statebuilding

The UNDP and the World Bank also stepped up their collaboration in the area of conflict through joint activities, including research, assessment and country missions. In particular, the joint programme on statebuilding between BCPR and the Fragile and Conflict Affected Countries Unit of the World Bank has developed a statebuilding diagnostic for country-level activities to be tested in a selected number of countries in 2009.

## Going forward

The partnership framework provides a platform for even greater cooperation between the UN and the World Bank locally and globally. At country level, the UN Country Teams will be able to work more closely and flexibly with the World Bank. At the global level, ongoing cooperation and dialogue will enable partners to better recognize how to build on comparative strengths and use joint planning and financing instruments effectively.

# Sudan

Southern Sudan has made impressive strides as it emerges from decades of civil war, including setting in place a governance system throughout the region, and achieving some early and dramatic development results. At the same time, Southern Sudan remains a region of deep poverty, considerable isolation, and continuing violence, placing the hard won peace at risk.

In the four years since the Comprehensive Peace Agreement was signed, international assistance in Southern Sudan has been largely humanitarian. While acute humanitarian needs will persist, assistance must transition from a relief-orientation to a focus on recovery and longer-term development. A World Bank administered Multi-Donor Trust Fund focusing on longer-term reconstruction and development is already in place, but it supports longer-term initiatives that may take time to have a significant impact. The need for an intermediate funding mechanism arises to facilitate the transition from humanitarian assistance to recovery and produce peace dividends and quick recovery impacts.

In response, and based on a request from the government of Southern Sudan, in April 2008 the UN launched the Sudan Recovery Fund – Southern Sudan, administered by UNDP. Its purpose is to facilitate quick delivery of recovery results that directly benefit people afflicted by war and poverty, providing them with visible peace dividends and opportunities. The fund seeks to accomplish this by supporting initiatives that increase the ability of government and other key actors to provide much needed services and by fostering the active participation and empowerment of communities, thereby building confidence in the peace process and laying the foundations for sustainable development. UNDP rapidly deployed experienced technical advisers to help prepare the fund's first strategic framework and terms of reference; and it continues to support the fund's operations.

In its first eight months, the fund secured USD 84 million in donor pledges, programmed an initial USD 19.3 million and disbursed the first tranche of USD 5 million to 18 projects implemented by non-governmental organizations; these projects focused on livelihoods recovery across ten different states of Southern Sudan. Paying special attention to youth and women, the fund is investing in rural income generation, community managed micro-finance, education, natural resource management, sustainable community development, market infrastructure, and skills development of key ministries at the state level. An estimated 21,070 people are already benefiting from fund-supported projects.

In 2009, the fund will launch a small grant scheme of an initial USD 2.5 million to enhance the capacity of national partners, especially civil society organizations, to apply for and implement projects supported by the fund. At the same time, the fund is preparing a roadmap for a USD 100 million new round of allocations to be programmed in 2009.

## PEACEBUILDING ARCHITECTURE

BCPR has contributed to a range of peacebuilding activities from its Thematic Trust Fund for Crisis Prevention and Recovery, including the reintegration of ex-combatants, preventing the reemergence of violence, mine action and rule of law. Because of its mandate and technical expertise, UNDP is a key partner and a main recipient of the Peacebuilding Fund (PBF) in the 11 countries that have received funding to date.

### Key achievements

UNDP successfully implemented a substantial number of PBF projects in 2008, which – independent evaluations concluded – contributed significantly to stabilization and peacebuilding. For instance, through the PBF, UNDP supported national dialogue meetings in Burundi and assisted the judiciary in clearing case backlogs and in preventing trial delays in Sierra Leone. The evaluation also highlighted the need for a strong UN-wide concept for peacebuilding and an even stronger focus on results at country level. At the same time, implementing these programmes in post-conflict countries is more difficult than in regular development settings, often because of the limited capacity of local partners. UNDP is committed to working with the Peacebuilding Support Office and other PBF partners to address these issues, including through the development of training, guidance and tools.

UNDP has been increasingly involved in the work of the Peacebuilding Commission (PBC) through activities such as technical briefings on recovery issues and discussions on the four PBC focus countries: Burundi, the Central African Republic, Guinea-Bissau and Sierra Leone. In the fall of 2008, UNDP provided extensive support for PBC discussions on the subject of post-conflict employment generation, economic recovery and private sector development.

### Going forward

As a follow-up to the Secretary-General's report "Peacebuilding in the Immediate Aftermath of Conflict," the PBC and PBF will adapt to the needs at country level and strengthen programme implementation to allow more flexible and rapid engagement. As the main implementer of PBF projects, UNDP will work closely with the Peacebuilding Support Office to develop new and enhanced guidance for the PBF and to ensure that UNDP country offices are prepared for PBF project implementation.





## INTEGRATED MISSION PLANNING

Since the 1990s, the Security Council has called on the UN system to plan and carry out a steadily increasing number of multidimensional peacekeeping operations and special political missions in complex conflict situations. Today, the UN has more uniformed and civilian personnel in the field on peace operations than ever before; there are currently well over 100,000 in 16 peacekeeping missions and 12 special political and peacebuilding missions around the world. The UN Departments of Peacekeeping Operations (DPKO) and Political Affairs (DPA) lead the efforts of the UN system in this area. Both entities seek to work in close coordination with other relevant UN entities in these crisis countries to ensure that these complex missions reap the benefits of efficient planning and follow through. UNDP continues to proactively work with DPKO and DPA, making extensive use of the Integrated Mission Planning Process (IMPP).

### Key achievements

In 2008, UNDP worked closely with IMPP partners to develop new guidance on integration methods and structures, to provide technical support at the country level, and to establish a senior-level inter-agency integration steering group to monitor progress. In the Democratic Republic of the Congo, Liberia, Somalia and Sudan, for example, UNDP is playing a central role in the use of integrated strategies and programmes for better crisis response and recovery in collaboration with DPKO and DPA.

### Going forward

Integrated country strategies must be developed as quickly and effectively as possible, and be based on agreed results on the ground, particularly between UNDP and DPKO/DPA missions. IMPP planning frameworks need to serve as the basis for effective development of such country strategies, bringing mission and UNDP resources together in a complementary manner within a wider UN integrated approach. To support this effort, IMPP training modules will be jointly developed in 2009, so that desk officers and programme advisers are better able to apply integrated approaches to their work. A key part of developing effective guidance will be drawing on best practices, particularly innovative in-country approaches.

# Somalia

In 2008, the Transitional Federal Government (TFG) in Somalia faced ongoing, complex challenges in implementing its transitional mandate, and sought help from UNDP and the UN Political Office in Somalia (UNPOS). Together with DPA and other IMPP partners, UNDP contributed to a strategic assessment of the country situation, which stressed the need for a more integrated UN strategy combining political and security sector activities by UNPOS with operational capacities of development entities in the UN Country Team, particularly UNDP. The Security Council welcomed the new strategy and included a call for its implementation in its Resolution 1814 of 15 May 2008. In late 2008, as a result of UNPOS-mediated peace talks in Djibouti for which UNDP provided essential support, the TFG entered a new phase of political transition.



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# 6

## Monitoring and Evaluation

Since the Bureau for Crisis Prevention and Recovery was created it has sought to promote new ways of doing business – faster, earlier, and in riskier situations – to restore the quality of life for those who have been affected by disaster or violent conflict. The success of our work relies not only on our ability to respond to the needs of communities in crisis, but also to monitor ongoing programmes and assess their effectiveness. That is why monitoring and evaluation (M&E) is a central part of our operations to provide timely, effective assistance to UNDP country offices. Toward this end, BCPR has developed a number of M&E tools to aid colleagues in the field to monitor the results of ongoing activities.

### 2008 HIGHLIGHTS

BCPR engaged in a wide range of M&E support activities: producing monitoring tools, establishing guidance for country offices to create M&E systems, and developing sets of generic indicators that can be customized at the country level to facilitate effective monitoring and evaluation. These activities will continue in 2009, and feedback received from country offices has been positive. BCPR also sent M&E missions to Haiti and Liberia to assist with developing M&E plans for those offices.

BCPR's roster of consultants ready to support country offices now also includes M&E experts. During 2008, the Bureau developed its first evaluation plan and launched a comprehensive evaluation of UNDP's disaster risk reduction work. The purpose of this exercise was to not only assess activities undertaken, but to inform future UNDP policies and programming. The final report is due in 2009.

BCPR also made numerous contributions to strengthening monitoring and evaluation in crisis prevention and recovery programming. For example, the revised UNDP Planning, Monitoring and Evaluation Handbook, to be launched in 2009, incorporates guidance on crisis prevention and recovery. BCPR has also been actively involved in developing tools for increased accountability, such as the UNDP Enhanced Results-Based Management platform. Finally, BCPR provided support to the Bureau for Development Policy's gender team for a pilot project to measure UNDP's spending on gender activities and participated in two inter-agency evaluations.<sup>10</sup>

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<sup>10</sup> The first evaluation was of the Inter-Agency Standing Committee cluster system and the second assessed the Inter-Agency Standing Committee Real Time Evaluation in Myanmar.

## THE WAY AHEAD

In 2009 BCPR will continue to build on past achievements. It will finalize the disaster risk reduction evaluation, conduct the second Bureau evaluation on conflict prevention, and continue to monitor results against established Bureau targets and the 2008-2011 UNDP Strategic Plan. Support to measure BCPR's gender outcomes will also continue with the production and dissemination of lessons learned and best practices. Early recovery will also be a focus area for M&E support.









# 2009 Initial Results

In the first months of 2009, UNDP has already made progress in a number of critical crisis prevention and recovery areas.

## COUNTRY SUPPORT

In the **Democratic Republic of the Congo**, UNDP is working to strengthen access to justice for survivors of sexual and gender-based violence in North and South Kivu, establishing partnerships with local authorities and civil society networks (including lawyers' associations and international non-governmental organizations), UN entities, and the DPKO-led mission MONUC. UNDP is also working with local universities to organize the country's first human rights and gender-based violence training series for lawyers, legal aid organizations and the police, among others. In addition, UNDP is mapping out the justice system in North and South Kivu to identify additional counterparts for programme outreach and implementation. In North Kivu, UNDP helped the local government carry out a comprehensive conflict analysis to develop a peace and development strategy for the province, conducting consultations with representatives of the territorial administration, traditional and religious groups, grassroots communities and civil society (including women's and youth organizations) throughout 2008. These findings – validated in April 2009 – will feed into a comprehensive peace and reconciliation programme that is currently being developed.

Access to justice for women is a UNDP priority in **Sierra Leone**. In close coordination with the British Council and the International Rescue Committee, UNDP developed and finalized a detailed implementation plan for gender-based violence activities. It is strengthening its activities to provide rule of law technical expertise and is expanding its operations to Bo and Makeni to ensure closer access to local governments and communities.

In an effort to scale up its early recovery support in **Sri Lanka**, UNDP worked with the government and partners to identify key outcomes for 2009. This year's efforts will specifically target mine action, socioeconomic recovery and post-crisis governance. Activities will include: establishing early recovery coordination mechanisms at national and district levels; scaling up ongoing mine action programmes to facilitate the resettlement of displaced persons in the north, addressing critical early recovery needs in the Jaffna district; and investing in capacity development for the newly elected sub-national democratic institutions in the Eastern Province.

In **Tajikistan**, planning of the second phase of the UNDP-supported national disaster risk reduction programme has progressed significantly in the early months of 2009. Based on the priorities identified with the government, the new phase will focus on improving disaster risk reduction and response coordination at the national level, enhancing collection and analysis of risk-related data, and addressing urban risks and the impact of climate change.

BCPR is scaling up its support to the UNDP country office in **Uganda**, having identified key priorities and areas of assistance for the next two years based on national development objectives. These include: sustaining community-based recovery in the northern regions particularly affected by violence in past years; increasing community security; improving access to justice; expanding and diversifying livelihoods; and strengthening local governance structures for improved service delivery.



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# Gaza

On 27 December 2008, the Israeli Military launched a 22-day military operation in Gaza, devastating Palestinian lives, livelihoods and infrastructure. It affected an estimated 100,000 people, and damaged or destroyed over 15,000 homes. Critical infrastructure, including key roads, power and water systems, health facilities and schools, also sustained significant damage.

To ensure the international humanitarian response met the needs of the Palestinian population, the Resident Coordinator/Humanitarian Coordinator designated UNDP as the lead to coordinate early recovery activities.

In order to respond effectively to the crisis in Gaza, UNDP has had to boost its own internal capacity. To this end, UNDP deployed an immediate crisis response planning team in mid-February 2009 to produce a three-month action plan to boost the UNDP office's operational capacities and effectively respond to the demands placed on the organization.

An additional seven experts traveled to Gaza to help identify the immediate humanitarian needs and coordinate early recovery planning and programming. These early recovery activities were based upon a humanitarian needs assessment carried out by the Palestinian National Authorities with technical assistance from UNDP, UN partners, the World Bank and the European Commission.

The Palestinian National Authorities then used the assessment results to develop the "Gaza Early Recovery and Reconstruction Plan based on a Damage and Needs Assessment." It sets out early recovery priorities and a broad estimate of the scale and scope of the response required. With a total budget of USD 2.8 billion requested over two years, the plan divides the priority interventions into five key areas: social sector, infrastructure, economy, governance, and natural resources and the environment. The plan was launched in Sharm El-Sheikh, Egypt, on 2 March 2009 in a high-profile event that attracted over USD 4 billion of commitments from donors.

By utilizing the networks of local organizations and mobilizing youth, UNDP and other partners are working to scale up existing interventions to restore livelihoods and essential social services such as basic healthcare, psychosocial support, education and water. For example, UNDP delivered cash assistance to families whose houses were destroyed and to compensate for damages in the agricultural sector. At the time this report was published, more than 10,000 families had benefited from housing damage compensations.

## 2009 GLOBAL INITIATIVES

Building on 2008 achievements, UNDP is scaling up a selected number of flagship global initiatives.

In 2008, UNDP launched a research project on violence and male roles in society to strengthen its approach to working with men and male youth to better prevent gender-based violence. Initial steps included case studies in Indonesia (Aceh) and South Sudan, while additional case studies are being conducted in El Salvador, Kenya, Kosovo, Liberia, Nepal and Uganda. The information produced by these case studies will not only serve to inform country programming and global policy discussions on gender-based violence, but it will form the basis of a UNDP global report on the gender dimensions of violence in crisis contexts, which is scheduled to be published in early 2010.

In 2009, UNDP support to country offices also prioritizes statebuilding. Through its Statebuilding for Peace initiative launched in 2008, UNDP is initially supporting three countries – Liberia, Sierra Leone and possibly Nepal – to strengthen the capacity of the state to deliver essential services to its people. In Liberia and Sierra Leone, technical assistance is offered in partnership with the World Bank. In addition to direct country support, UNDP is developing practical guidance to help practitioners tackle this complex issue.

As a follow-up to the UN policy on “post-conflict employment creation, income generation and reintegration” adopted by the UN Secretary-General in May 2008, UNDP and the International Labour Organization, along with other UN entities and partners, are developing an operational guidance note to support the expansion of employment generation programmes at country level.









## INTRODUCTION

The programmatic work of UNDP country offices in crisis prevention and recovery is supported by the Bureau for Crisis Prevention and Recovery (BCPR) through two main sources of funding: the United Nations Development Programme (UNDP) Regular Resources (known as TRAC 1.1.3) and voluntary contributions to the Thematic Trust Fund for Crisis Prevention and Recovery (CPR TTF). TRAC 1.1.3 receives 7.2 percent of UNDP's regular programmable resources for which BCPR serves as the fund manager. For 2008, the amount received for TRAC 1.1.3 was USD 52 million. Contributions to the CPR TTF can be made using two modalities: "earmarked" contributions, which target specific thematic areas or country programmes; and "unearmarked" contributions, which enable UNDP to respond flexibly and quickly to country needs in crisis prevention and recovery.

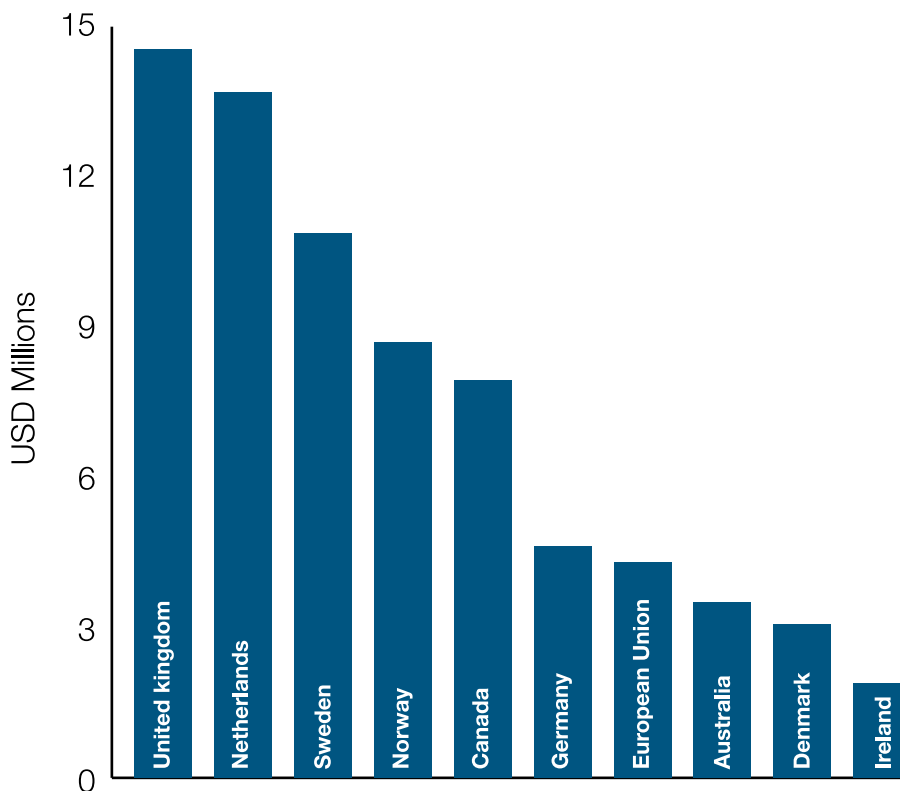
In 2008, TRAC 1.1.3 and CPR TTF resources were disbursed in 112 countries. The largest thematic area, both in terms of contributions and expenditures, was conflict prevention and recovery, followed by early recovery and disaster risk reduction and recovery.

## CONTRIBUTIONS

Total contributions available to BCPR for supporting country offices amounted to USD 138.4 million. Contributions received through the CPR TTF totaled USD 86.4 million. Out of this amount, USD 27.4 million, equivalent to 31.7 percent of contributions, was unearmarked. Seven donors contributed unearmarked funding in 2008: Canada, Denmark, Germany, Ireland, Norway, Sweden and the United Kingdom.

The gender window of the CPR TTF received less support than in 2007, with only Canada contributing to it in 2008. As a complement, unearmarked contributions to the CPR TTF and TRAC 1.1.3 were used to support gender specific programmes and activities, which represented 24 percent of overall allocations to crisis programming in 2008, exceeding the target of 15 percent set by the Bureau. The UNDP global programme on “Strengthening the rule of law in conflict and post-conflict situations 2008-2011” was well received by donors, with contributions totaling USD 9.6 million from Australia, Norway and the Netherlands. Twenty-five percent of that funding was allocated to gender-specific activities as part of the rule of law programmes supported by UNDP in the Democratic Republic of the Congo, Guinea Bissau, Kosovo, Liberia, Sierra Leone, Somalia and Timor-Leste.

### 2008 CONTRIBUTIONS RECEIVED BY DONOR - THEMATIC TRUST FUND FOR CRISIS PREVENTION AND RECOVERY



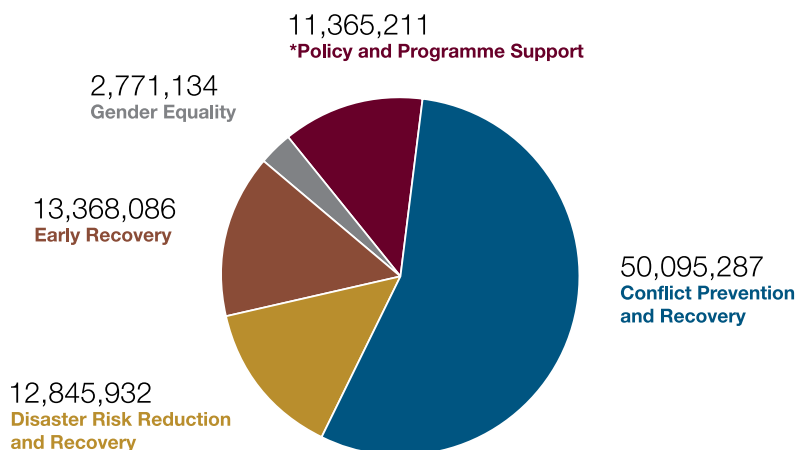
\* The 2008 contribution from Spain was applied to the CPR TTF in January 2009 and therefore does not appear as part of the 2008 income. It will be reflected in the 2009 annual report.



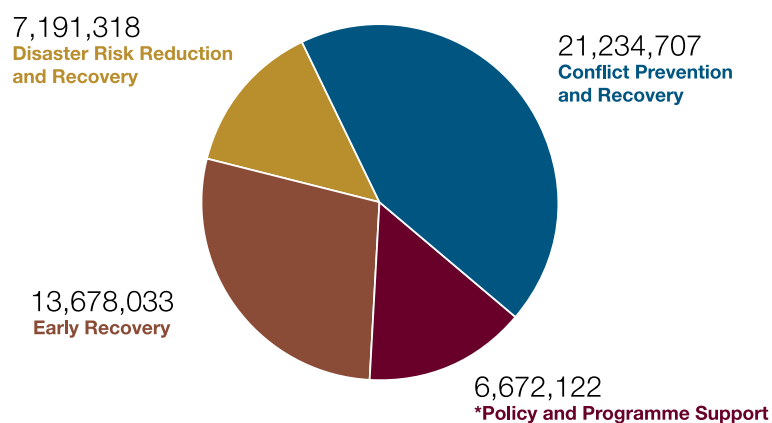
## EXPENDITURES

Expenditures totaled USD 139.2 million (USD 90.4 million from the CPR TTF and USD 48.8 million from TRAC 1.1.3). The highest combined expenditures were for conflict prevention and recovery programmes, totaling USD 71.3 million, followed by early recovery, totaling USD 27 million, and disaster risk reduction and recovery, totaling USD 20 million.

### EXPENDITURE BY WINDOW OF THE THEMATIC TRUST FUND FOR CRISIS PREVENTION AND RECOVERY (CPR TTF) (IN USD)



### EXPENDITURE BY FUND CATEGORY OF UNDP REGULAR RESOURCES FOR CRISIS PREVENTION AND RECOVERY (TRAC 1.1.3) (IN USD)



\* Fifty percent of these expenditures were dedicated to direct technical assistance and emergency response to countries.

Africa benefited from the overall highest expenditure amount in 2008 (USD 35.4 million), followed by the Arab States (USD 22 million), Asia and the Pacific (USD 20.6 million), and Europe and the Commonwealth of Independent States and Latin America and the Caribbean (USD 9.2 million each).







In 2008, BCPR advanced UNDP's strategic goals, strengthened its support to country offices, and contributed to important global initiatives and partnerships. Key achievements include:

## AT THE COUNTRY LEVEL

- Expanded the network of rapid response advisers deployable within days of a crisis to more than 200 from within UNDP, UN sister entities and other partners outside the UN system. Fifty advisers were deployed to over 20 countries.
- Strengthened women's security in the Democratic Republic of the Congo and Kosovo; advanced gender justice in Guinea-Bissau, Liberia, Sierra Leone, Somalia, Sudan and Timor-Leste; promoted women's political participation in Colombia, Côte d'Ivoire, El Salvador and Sierra Leone; and contributed to women's economic empowerment in Haiti, Lebanon, Peru, Timor-Leste and Somalia.
- Developed new rule of law programmes in Bosnia and Herzegovina, the Central African Republic, Chad, the Democratic Republic of the Congo, Guinea-Bissau, Kosovo, Liberia, Sierra Leone, Somalia, Sri Lanka and Timor-Leste.
- Worked with more than 40 countries to identify communities at risk of natural disasters and collaborated closely with the affected governments to introduce simple, cost-effective interventions to reduce the impact of natural hazards and climate change.

## AT THE GLOBAL LEVEL

- Systematically integrated gender equality across all areas of programming and exceeded the Bureau's 15 percent target for gender resource allocation, ultimately allocating 24 percent.
- As a result of advocacy at global and regional level, increased the number of signatories of the Geneva Declaration on Armed Violence and Development to more than 100.

- Provided technical support to an inter-governmental process that led to the signing of the Convention on Cluster Munitions by 94 States in December 2008. This groundbreaking international treaty prohibits the use, production, transfer and stockpiling of cluster munitions that cause unacceptable harm to civilians.
- Finalized the UNDP policy on early recovery and initiated its roll-out in six focus countries: Honduras, Nepal, Sri Lanka, Sudan, Tajikistan and Uganda.

## LOOKING AHEAD

The 2008 achievements have laid a solid foundation on which to build in the coming year. In 2009, BCPR will redouble its efforts to make a lasting difference for people affected by crisis. Key priorities include:

- Support UN system coherence: deploying staff to Resident Coordinators' Offices in mandated areas such as early recovery and peace and development.
- Accelerate the predictability, quality and timeliness of our support at country level by: developing new multi-year strategic partnerships with selected UNDP country offices; continuing the roll-out of the early recovery policy in the six focus countries (Honduras, Nepal, Sri Lanka, Sudan, Tajikistan and Uganda); and implementing comprehensive disaster risk management programmes starting in five high-risk countries (Honduras, Madagascar, Nepal, Sudan and Tajikistan).
- Promote women and girls' empowerment: implementation of the UNDP Eight Point Agenda for Women's Empowerment and Gender Equality in Crisis Prevention and Recovery remains a top priority for the Bureau. Particular emphasis will be placed on the prevention and response to gender-based violence in the Democratic Republic of the Congo, Haiti, Papua New Guinea, Sierra Leone and Sudan.

Through this work, BCPR seeks to position UNDP as a global center of excellence on crisis prevention and recovery, by attracting the best professionals, providing knowledge and quality services to its country offices, responding quickly and appropriately to country demands and emerging crisis situations, and building effective partnerships.





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### FINANCIAL SUMMARY

#### I. THEMATIC TRUST FUND FOR CRISIS PREVENTION AND RECOVERY (CPR TTF)

CONTRIBUTIONS RECEIVED IN 2008	(A)	79,953,893 USD
OTHER INCOME	(B)	6,493,928 USD
<b>TOTAL INCOME</b>	<b>(A+B)</b>	<b>86,447,821 USD</b>
<b>TOTAL EXPENDITURE IN 2008*</b>		<b>90,445,649 USD</b>

\* In 2008, programming and expenditures continued against the unspent balance from prior years, resulting in an overall expenditure figure higher than the 2008 income.

#### II. UNDP REGULAR RESOURCES FOR CRISIS PREVENTION AND RECOVERY (TRAC 1.1.3)

ALLOCATIONS RECEIVED FROM UNDP'S REGULAR RESOURCES IN 2008	52,000,000
<b>TOTAL EXPENDITURE IN 2008</b>	<b>48,776,180</b>

#### 2008 CONTRIBUTIONS RECEIVED BY DONOR - THEMATIC TRUST FUND FOR CRISIS PREVENTION AND RECOVERY

DONOR NAME	CONTRIBUTIONS IN USD
AUSTRALIA	3,498,127
AUSTRIA	433,807
CANADA	7,930,352
DENMARK	3,071,648
EUROPEAN UNION	4,311,897
GERMANY	4,618,729
HEWLETT FOUNDATION	314,167
IFRC	365,000

DONOR NAME	CONTRIBUTIONS IN USD
IRELAND	1,744,914
ITALY	1,550,960
LIECHTENSTEIN	179,003
NETHERLANDS	13,687,836
NEW ZEALAND	218,613
NORWAY	8,704,430
OSI	1,000,000
SWEDEN*	10,863,159
SWITZERLAND	1,058,037
UN	1,057,812
UNICEF	5,000
UNITED KINGDOM	14,544,900
UNOCHA	545,500
USA	250,000
<b>GRAND TOTAL</b>	<b>79,953,893</b>

\*Includes USD 1,078,582 for the Early Recovery Joint Programme

#### EXPENDITURE BY WINDOW OF THE THEMATIC TRUST FUND FOR CRISIS PREVENTION AND RECOVERY (CPR TTF)

CPR TTF WINDOW DESCRIPTION	EXPENDITURE IN USD
CONFLICT PREVENTION AND RECOVERY	50,095,287
DISASTER RISK REDUCTION AND RECOVERY	12,845,932
EARLY RECOVERY	13,368,086
GENDER EQUALITY	2,771,134
POLICY AND PROGRAMME SUPPORT	11,365,211
<b>GRAND TOTAL</b>	<b>90,445,649</b>

#### EXPENDITURE BY FUND CATEGORY OF UNDP REGULAR RESOURCES FOR CRISIS PREVENTION AND RECOVERY (TRAC 1.1.3)

FUND CATEGORY	EXPENDITURE IN USD
CONFLICT PREVENTION AND RECOVERY	21,234,707
DISASTER RISK REDUCTION AND RECOVERY	7,191,318
EARLY RECOVERY	13,678,033
POLICY AND PROGRAMME SUPPORT	6,672,122
<b>GRAND TOTAL</b>	<b>48,776,180</b>

**EXPENDITURE BY COUNTRY - THEMATIC TRUST FUND FOR CRISIS PREVENTION AND RECOVERY (CPR TTF) AND UNDP REGULAR RESOURCES TO CRISIS PREVENTION AND RECOVERY (TRAC 1.1.3)**

COUNTRY	EXPENDITURE IN USD	COUNTRY	EXPENDITURE IN USD	COUNTRY	EXPENDITURE IN USD
AFGHANISTAN	2,700,021	ETHIOPIA	583,857	NAMIBIA	131,229
ALBANIA	854,324	FIJI	22,357	NEPAL	1,238,682
ALGERIA	57,151	FYROM	101,494	NICARAGUA	44,106
ANGOLA	391,399	GAMBIA	6,403	NIGER	309,270
ARMENIA	305,574	GEORGIA	877,981	NIGERIA	449,068
AZERBAIJAN	535,935	GHANA	427,221	NIUE	13,740
BANGLADESH	624,262	GLOBAL*	42,754,470	PAKISTAN	441,228
BARBADOS	8,888	GUATEMALA	121,425	PAPP**	1,528,225
BELARUS	513,944	GUINEA	86,691	PAPUA NEW GUINEA	428,690
BELIZE	91,151	GUINEA-BISSAU	668,663	PARAGUAY	87,191
BENIN	69,044	HAITI	3,622,643	PERU	532,031
BHUTAN	161,486	HONDURAS	138,104	PHILIPPINES	21,165
BOLIVIA	423,052	INDIA	3,419,673	RWANDA	8,508
BOSNIA & HERZEGOVINA	971,975	INDONESIA	1,912,557	SENEGAL	100,007
BRAZIL	16,689	IRAN	306,964	SERBIA	677,542
BULGARIA	36,623	IRAQ	2,506,591	SIERRA LEONE	2,934,803
BURUNDI	2,800,738	JAMAICA	524,862	SOLOMON ISLANDS	1,242
CAMBODIA	947	JORDAN	532,794	SOMALIA	6,288,954
CAMEROON	239,195	KAZAKHSTAN	49,341	SOUTH AFRICA	98,959
CENTRAL AFRICAN REPUBLIC	1,315,788	KENYA	1,482,358	SRI LANKA	661,632
CHAD	279,000	KOSOVO	1,655,793	SUDAN	6,049,510
CHINA	937,963	KYRGYZSTAN	351,067	SWAZILAND	146,346
COLOMBIA	234,344	LAOS	960,404	SYRIA	171,629
COMOROS	133,204	LEBANON	3,018,665	TAJIKISTAN	563,599
CONGO	541,451	LESOTHO	98,406	THAILAND	92,489
COSTA RICA	55	LIBERIA	3,578,074	TIMOR-LESTE	886,842
CÔTE D'IVOIRE	4,034,724	MADAGASCAR	247,828	TOGO	452,217
CROATIA	657,084	MALAWI	469,538	TOKELAU	56,378
CUBA	40,864	MALDIVES	1,230,791	TRINIDAD AND TOBAGO	3,308
CYPRUS	84,336	MALI	1,259,848	TURKEY	52,778
DEMOCRATIC REPUBLIC OF THE CONGO	8,826,371	MAURITANIA	439,145	UGANDA	853,712
DJIBOUTI	71,066	MAURITIUS	208,833	UKRAINE	261,973
DOMINICAN REPUBLIC	331,888	MEXICO	125,691	UNITED REPUBLIC OF TANZANIA	216,249
ECUADOR	2,458,780	MOLDOVA	303,589	URUGUAY	210,817
EGYPT	875,144	MONGOLIA	99,290	VIET NAM	18,498
EL SALVADOR	227,500	MONTENEGRO	335,032	YEMEN	898,386
ERITREA	457,362	MOZAMBIQUE	446,562	ZAMBIA	297,746
		MYANMAR	4,401,902	ZIMBABWE	306,853
GRAND TOTAL					139,221,828.82

\* Fifty percent of these expenditures were dedicated to direct technical assistance and emergency response to countries

\*\* Programme of Assistance to the Palestinian People



## EXPENDITURE BY FUND CATEGORY OF UNDP REGULAR RESOURCES FOR CRISIS PREVENTION AND RECOVERY (TRAC 1.1.3) AND BY COUNTRY

FUND DESCRIPTION	COUNTRY	EXPENDITURES IN USD
CONFLICT PREVENTION AND RECOVERY	AFGHANISTAN	628,605
	ALBANIA	143,324
	BOLIVIA	337,289
	BRAZIL	16,689
	BURUNDI	2,344,446
	CENTRAL AFRICAN REPUBLIC	64,631
	COLOMBIA	149,262
	COMOROS	133,204
	CONGO	37
	CÔTE D'IVOIRE	3,245,213
	CROATIA	657,084
	CYPRUS	37,038
	DEMOCRATIC REPUBLIC OF THE CONGO	2,311,312
	ECUADOR	589,349
	EGYPT	138,213
	ETHIOPIA	374,915
	FYROM	90,638
	GLOBAL	1,064,875
	HAITI	1,684,555
	INDONESIA	384,032
	KENYA	1,442,740
	KOSOVO	216,748
	KYRGYZSTAN	293,901
	LEBANON	221,290
	LIBERIA	413,569
	MALDIVES	193,443
	MALI	602,667
	MAURITANIA	2,900
	MONTENEGRO	93,682
	MOZAMBIQUE	25,643
	NEPAL	404,069
	NIGER	66,849
	NIGERIA	449,068
	SERBIA	221,934
	SRI LANKA	115,951
	SUDAN	1,648,272
	TIMOR-LESTE	361,637
	UGANDA	65,631
CONFLICT PREVENTION AND RECOVERY TOTAL		21,234,707
DISASTER RISK REDUCTION AND RECOVERY	AFGHANISTAN	89,458
	ARMENIA	125,735
	AZERBAIJAN	46
	BANGLADESH	105,237
	BARBADOS	8,888
	BELIZE	91,151
	BHUTAN	14,034

FUND DESCRIPTION	COUNTRY	EXPENDITURES IN USD
	BOLIVIA	14,802
	BOSNIA & HERZEGOVINA	35,728
	COLOMBIA	85,082
	CONGO	170,917
	COSTA RICA	55
	CUBA	40,864
	DJIBOUTI	66,472
	EL SALVADOR	79,026
	GAMBIA	6,403
	GHANA	2,365
	GLOBAL	557,024
	GUATEMALA	121,425
	GUINEA	86,691
	HAITI	1,397,132
	INDIA	82,675
	INDONESIA	433,626
	IRAN	306,964
	JAMAICA	47,085
	JORDAN	5,126
	KOSOVO	63,714
	KYRGYZSTAN	30,686
	LAOS	7,052
	LESOTHO	35,263
	LIBERIA	5,787
	MADAGASCAR	87,371
	MALAWI	307,499
	MAURITIUS	49,353
	MOLDOVA	53,644
	MONGOLIA	99,290
	MOZAMBIQUE	168,449
	NAMIBIA	131,229
	NEPAL	646,793
	NIUE	13,740
	PAKISTAN	148,403
	PAPUA NEW GUINEA	133,465
	PHILIPPINES	21,165
	RWANDA	8,508
	SOLOMON ISLANDS	1,242
	SOUTH AFRICA	98,959
	SRI LANKA	70,746
	SWAZILAND	146,346
	SYRIA	171,621
	UKRAINE	261,973
	UNITED REPUBLIC OF TANZANIA	216,249
	URUGUAY	210,817
	YEMEN	27,945
<b>DISASTER RISK REDUCTION AND RECOVERY TOTAL</b>		<b>7,191,318</b>
<b>EARLY RECOVERY</b>	ANGOLA	178,768
	BURUNDI	7,100
	CAMEROON	239,195

FUND DESCRIPTION	COUNTRY	EXPENDITURES IN USD
	CHAD	11,116
	CHINA	910,410
	DOMINICAN REPUBLIC	261,495
	FIJI	22,357
	FYROM	1,000
	GEORGIA	877,981
	GLOBAL	1,900,375
	HAITI	250,380
	HONDURAS	138,104
	INDONESIA	373,944
	IRAQ	248,112
	JAMAICA	27,620
	KAZAKHSTAN	49,341
	KENYA	39,618
	LESOTHO	63,143
	LIBERIA	46,044
	MADAGASCAR	160,457
	MEXICO	125,691
	MYANMAR	2,349,500
	NICARAGUA	44,106
	PAPP	808,212
	PARAGUAY	87,191
	PERU	532,031
	SENEGAL	59,184
	SOMALIA	1,927,133
	SRI LANKA	47,466
	SUDAN	1,016,450
	TAJIKISTAN	165,559
	THAILAND	86,129
	TOGO	185,493
	TOKELAU	56,378
	TRINIDAD AND TOBAGO	3,308
	UGANDA	301,208
	ZAMBIA	40,158
	ZIMBABWE	36,279
EARLY RECOVERY TOTAL		13,678,033
POLICY AND PROGRAMME SUPPORT	BENIN	69,044
	BOSNIA & HERZEGOVINA	67,139
	BULGARIA	36,623
	BURUNDI	11,022
	CAMBODIA	95
	DJIBOUTI	4,594
	EGYPT	40,415
	FYROM	9,855
	GHANA	90,238
	GLOBAL	6,207,242
	SENEGAL	40,823
	TOGO	95,032
POLICY AND PROGRAMME SUPPORT TOTAL		6,672,122
TRAC 1.1.3 GRAND TOTAL		48,776,180

## EXPENDITURE BY WINDOW OF THE THEMATIC TRUST FUND FOR CRISIS PREVENTION AND RECOVERY (CPR TTF) AND BY COUNTRY

CPR TTF WINDOW DESCRIPTION	COUNTRY	EXPENDITURE IN USD
CONFLICT PREVENTION AND RECOVERY	AFGHANISTAN	1,981,957
	ALBANIA	711,000
	ALGERIA	57,151
	ANGOLA	212,631
	AZERBAIJAN	535,888
	BANGLADESH	519,025
	BELARUS	513,944
	BOSNIA & HERZEGOVINA	869,108
	BURUNDI	234,324
	CENTRAL AFRICAN REPUBLIC	304,992
	CHAD	267,883
	CYPRUS	47,298
	DEMOCRATIC REPUBLIC OF THE CONGO	6,113,769
	ECUADOR	1,700,050
	EGYPT	696,517
	EL SALVADOR	146,986
	ERITREA	457,362
	ETHIOPIA	208,942
	GHANA	334,618
	GLOBAL	12,011,054
	GUINEA-BISSAU	618,806
	HAITI	247,668
	IRAQ	2,252,707
	JAMAICA	444,138
	JORDAN	527,668
	KOSOVO	1,203,775
	LAOS	953,352
	LEBANON	1,120,802
	LIBERIA	1,083,742
	MALAWI	3,798
	MALI	69,072
	MAURITANIA	384,862
	MONTENEGRO	241,351
	NEPAL	57
	PAPUA NEW GUINEA	295,225
	PAPP	546,663
	SERBIA	455,608
	SIERRA LEONE	2,299,671
	SOMALIA	4,058,858
	SRI LANKA	236,137
	SUDAN	2,922,093
	TAJIKISTAN	398,040
	TOGO	171,693
	UGANDA	422,324
	VIET NAM	18,498
	YEMEN	870,441
	ZAMBIA	257,589
	ZIMBABWE	66,148
CONFLICT PREVENTION AND RECOVERY TOTAL		50,095,287



CPR TTF WINDOW DESCRIPTION	COUNTRY	EXPENDITURES IN USD
DISASTER RISK REDUCTION AND RECOVERY	ARMENIA	179,840
	BHUTAN	147,452
	BOLIVIA	70,962
	BURUNDI	203,846
	CENTRAL AFRICAN REPUBLIC	946,165
	DOMINICAN REPUBLIC	70,393
	ECUADOR	169,381
	GLOBAL	5,218,177
	INDIA	3,336,998
	INDONESIA	325,481
	JAMAICA	6,019
	KYRGYZSTAN	26,480
	LEBANON	91,520
	MALAWI	158,240
	MALDIVES	313,403
	MAURITANIA	51,383
	MAURITIUS	1,789
	MOLDOVA	249,945
	MOZAMBIQUE	252,470
	NEPAL	187,763
	NIGER	242,420
	PAKISTAN	292,826
	SOMALIA	302,963
DISASTER RISK REDUCTION AND RECOVERY TOTAL		12,845,932
EARLY RECOVERY	CAMBODIA	851
	CHINA	27,553
	CÔTE D'IVOIRE	789,511
	DEMOCRATIC REPUBLIC OF THE CONGO	40,212
	GLOBAL	3,393,845
	HAITI	42,909
	INDONESIA	395,474
	IRAQ	5,773
	LEBANON	1,585,054
	LIBERIA	1,998,932
	MALDIVES	723,945
	MALI	588,109
	MAURITIUS	157,692
	MYANMAR	2,052,402
	SIERRA LEONE	584,790
	SRI LANKA	191,332
	SUDAN	462,694
	THAILAND	6,360
	TURKEY	51,675
	UGANDA	64,550
	ZIMBABWE	204,425
EARLY RECOVERY TOTAL		13,368,086

CPR TTF WINDOW DESCRIPTION	COUNTRY	EXPENDITURES IN USD
GENDER EQUALITY	CONGO	370,497
	DEMOCRATIC REPUBLIC OF THE CONGO	361,069
	EL SALVADOR	1,488
	GLOBAL	1,066,668
	GUINEA-BISSAU	49,857
	KOSOVO	171,556
	PAPP	173,350
	SIERRA LEONE	50,342
	TIMOR-LESTE	525,205
	TURKEY	1,103
GENDER EQUALITY TOTAL		2,771,134
POLICY AND PROGRAMME SUPPORT	LIBERIA	30,000
	GLOBAL	11,335,211
POLICY AND PROGRAMME SUPPORT TOTAL		11,365,211
GRAND TOTAL		90,445,649





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