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Foreword

Progress towards achieving the Millennium Development Goals

(MDGs) is often hindered by the consequences of crisis, whether conflict or disaster-related. The 2005 UN report, 'In Larger Freedom', tells us that more than 40 countries have been scarred by violent conflict since 2000. The world has 12 million refugees and 25 million internally displaced persons (IDPs). More than 1.5 million people have been killed by natural disasters over the past two decades, and the annual economic losses associated with these disasters are rising.

The United Nations Development Programme (UNDP) has a special role in crisis prevention and recovery. UNDP has worked on the issues of natural disaster, conflict prevention, peacebuilding, and similar crisis-related priorities for the past four decades. UNDP's mandates in crisis prevention and post-crisis recovery, as defined by UN General Assembly resolutions, the UNDP Executive Board and inter-agency commitments made by the organization, address the development dimensions of these situations.

One of nine bureaux of the United Nations Development Programme, the Bureau for Crisis Prevention and Recovery (BCPR) is charged with helping UNDP fulfill these mandates by supporting efforts to reduce the impact of natural disasters, prevent armed conflicts, and assist in recovery from crises when they occur. BCPR is responsible for consolidating UNDP's crisis knowledge and experience; providing a bridge between humanitarian response and the development work of UNDP; and advocating for crisis sensitivity in the context of development policy.¹ BCPR works closely with UNDP Country Offices and Regional Bureaux providing technical knowledge and financial resources in support of national prevention and recovery activities.

Since BCPR was created in 2001, the number of countries requesting support in crisis prevention and recovery has more than doubled. Sixty countries requested and received services in 2006, compared to thirty-nine in 2002. Given this increasing demand, UNDP's Strategic Plan 2008-2011 includes crisis prevention and recovery as one of the four priorities for the organization, along with democratic governance, poverty reduction and MDGs, and environment and sustainable development.

¹ Executive Board of the United Nations Development Programme and United Nations Population Fund Documents: DP/2000/18, 20 March 2000, and DP/2001/4, 27 November 2000.

As UNDP further strengthens its capacities to support national prevention and recovery efforts, particular attention is required on the issues of conflict prevention, early recovery, economic recovery and gender equality. UNDP will also continue to expand its knowledge and expertise in the areas where it has a clear comparative advantage, e.g. disarmament, demobilization and reintegration of ex-combatants, disaster risk reduction and security sector reform.

This first Annual Outlook on BCPR's 2006 achievements and 2007 priorities provides an excellent summary of UNDP's contributions to crisis prevention and recovery worldwide.

Kemal Derviř

UNDP ADMINISTRATOR

JULY 2007



List of Acronyms



APMBT	Anti-Personnel Mine Ban Treaty
AURUN	African Urban Risk Analysis Network
AVPP	Armed Violence Prevention Programme
BCPR	Bureau for Crisis Prevention and Recovery, UNDP
BDP	Bureau for Development Policy, UNDP
CADRI	Capacity for Disaster Reduction Initiative
CCW	(Convention on) Certain Conventional Weapons
CDA	Conflict-related Development Analysis
CPDC	Conflict, Peace and Development Cooperation, OECD DAC
CPR TTF	Thematic Trust Fund for Crisis Prevention and Recovery
CSPC	Central Strategy and Policy Cluster, BCPR
CWGER	Cluster Working Group on Early Recovery, IASC
DDR	Disarmament, Demobilization and Reintegration
DIPECHO	Disaster Preparedness Programme, ECHO
DMC	Disaster Management Centre
DPKO	United Nations Department of Peacekeeping Operations
ECHO	European Commission Department of Humanitarian Aid
EMI	Earthquake and Megacities Initiative
ERW	Explosive Remnants of War
FAO	United Nations Food and Agriculture Agency
GBV	Gender-based Violence
GRIP	Global Risk Identification Programme
HFA	Hyogo Framework for Action
HIV/AIDS	Human Immunodeficiency Virus/Acquired Immune Deficiency Syndrome
IASC	Inter-Agency Standing Committee
IAWG	Inter-Agency Working Group on DDR
IDDRS	Integrated Disarmament Demobilization and Reintegration Standards
IDPs	Internally Displaced Persons

IIED	International Institute for Environment and Development
INGC	National Disaster Management Institute of Mozambique
IRI	International Research Institute for Climate and Society
IRP	International Recovery Platform
ISDR	International Strategy for Disaster Reduction
JSSR	Justice and Security Sector Reform
MASG	Mine Action Support Group
MDGs	Millennium Development Goals
MPs	Members of Parliament
MYFF	Multi-year Funding Framework
NCDM	National Council for Disaster Management (Sri Lanka)
NGOs	Nongovernmental Organizations
NYP	National Youth Policy (Liberia)
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
OECD DAC	Development Aid Committee of the OECD
PAC	Programme Advisory Committee
PCER	Post-Conflict Economic Recovery
PDNA	Post-Disaster Needs Assessment
PDP	Peace and Development Programme
POSC	Programme and Operations Support Cluster, BCPR
SALW	Small Arms and Light Weapons
SILEX	Information System on Externally Caused Injuries (WHO)
SSR	Security Sector Reform
TASC	Technical Advisory Services Cluster, BCPR
UN	United Nations
UN Action	Stop Rape Now: UN Action Against Sexual Violence in Conflict
UNDG	United Nations Development Group
UNDP	United Nations Development Programme
UNFPA	United Nations Population Fund
UNICEF	United Nations Children's Fund
UNIFEM	United Nations Development Fund for Women
UN-HABITAT	United Nations Human Settlements Programme
UNMAS	United Nations Mine Action Service
UXO	Unexploded Ordnance
WCDR	World Conference on Disaster Reduction
WHO	World Health Organization



Introduction



This first Annual Outlook provides background on BCPR's strategic priorities and describes key areas of work. It also highlights selected global initiatives and UN-interagency engagements undertaken in 2006 and during the first part of 2007. This report was developed to complement the annual report of the Thematic Trust Fund for Crisis Prevention and Recovery (CPR TTF), which BCPR publishes every year to fulfill its reporting obligation as Trust Fund manager. While the annual report of the CPR TTF provides information on the projects funded through the Trust Fund, the Annual Outlook presents an overview of BCPR's activities, irrespective of the funding source.

In 2008, a new Strategic Plan will replace the multi-year funding framework (MYFF) as UNDP's main forward-looking document, articulating UNDP's priorities and expected results for the next four years. Crisis prevention and recovery continues to be a key focus of UNDP's work, and is one of the four practice areas described in the Strategic Plan (still in draft at the time of this writing). In preparation for the development of the Strategic Plan, BCPR undertook an internal reflection process over the course of 2006 that resulted in three outputs: (1) an internal change management process to make the Bureau more effective as the lead for the crisis prevention and recovery practice within UNDP²; (2) a Strategic Vision for UNDP's assistance to crisis-affected countries, presented to the Executive Board in June 2007; and (3) the crisis prevention and recovery component of the UNDP Strategic Plan for 2008-2011.

Support for UNDP's crisis prevention and recovery activities comes from the UNDP Core Budget, voluntary contributions to the CPR TTF, the UNDP Biennial Support Budget and cost recovery related to CPR TTF contributions. From these sources, BCPR funds country projects and global projects.

Country projects constitute the majority of activities funded from BCPR's portion of the UNDP Core Budget and from the CPR TTF. Country projects are originated by UNDP Country Offices with technical support and guid-

2007

is the transition year between the MYFF and the new UNDP Strategic Plan (2008- 2011). This Annual Outlook provides background on BCPR's strategic focus, outlines current priorities and describes key areas of work for the year 2007. The Outlook also shares the Bureau's plans to monitor and evaluate its progress toward supporting the achievement of UNDP's crisis prevention and recovery outcomes, and presents selected BCPR global initiatives and UN inter-agency engagements. This Outlook creates a framework for future years, which will include a report on past accomplishments as well as an outlook on upcoming initiatives.

² Based on the recommendations of the internal change management review, the structure of BCPR has been reconfigured. Previously, BCPR consisted of technical teams organized through seven service lines, a strategic planning unit with five regional focal points, an operations support unit, and the Directorate. Under the new design there are three clusters plus the Directorate. See Annex I for an organigram of BCPR.

ance provided by BCPR. These projects are formulated at the request of national governments to address specific needs. Country projects may tackle the presence of landmines or explosive remnants of war, natural disaster risk, or conflictive issues through dialogue and increased management capacities.

To develop the tools and information that guide country projects and provide consistent technical support across country programmes, BCPR directly undertakes global projects. Examples of global projects include: a report on the lessons of post-crisis economic recovery, the development of a set of tools and a cadre of specialists to address post-crisis needs quickly and dependably, and a multi-stakeholder effort to improve the evidence base for disaster risk management in high-risk countries.

Part I of this Annual Outlook presents BCPR's key areas of work, which are reflected through country projects. Part II describes a selected number of global initiatives led by BCPR in the areas of conflict prevention and risk reduction, and recovery. Part III highlights UN inter-agency processes initiated in 2006 or the first part of 2007, in which BCPR was actively engaged. A summary of the different funding sources for BCPR is included in Part IV.

1

Key Areas of Work



Conflict Prevention and Recovery

The structural causes of violent conflict can be addressed through conflict prevention and peacebuilding programmes that promote participation, dispute resolution and gender equality. BCPR supports partner countries' efforts to integrate conflict prevention into development programmes, strengthen national conflict management capabilities, and build consensus through multi-stakeholder dialogues at national and local levels.

Disarmament, demobilization and reintegration (DDR) programmes assist with the disarmament, demobilization and reintegration of ex-combatants, help communities reintegrate ex-combatants, address the availability and misuse of weapons, and reduce the incidence of armed violence. BCPR's work in DDR ranges from on-the-ground programmes to global advocacy and policy-making.

Justice and security sector reform (JSSR) programmes address the full spectrum of justice and security institutions in crisis and post-crisis situations as a means of achieving sustainable human development. BCPR supports access to justice in ongoing crises and broader programming to restore and strengthen the capacity of justice institutions, the judiciary, police, corrections, security institutions and customary law mechanisms. BCPR has made JSSR a priority and is strengthening the capacity and outreach of the JSSR programme.

Mine action and small arms programmes help create a secure environment for development initiatives by addressing the impact of landmines and explosive remnants of war, and working to prevent and reduce armed violence. Currently, BCPR is supporting advocacy and policy efforts related to armed violence prevention, banning the production, sale, use and transfer of cluster munitions that cause harm to civilians and impede development, and supporting mine affected countries in fulfilling mine clearance obligations called for by the Anti-Personnel Mine Ban Treaty.

Disaster Risk Reduction and Recovery

The International Strategy for Disaster Reduction (ISDR) system has overall responsibility for coordination, information sharing, and advocacy for implementing and strengthening reduction in accordance with the Hyogo Framework of Action (HFA). BCPR's support for **strengthening the ISDR system** includes joint work planning, managing thematic platforms, and support to the global governance of the system on behalf of the UN Development Group (UNDG). The Director of BCPR serves as co-chair of the Management Oversight Board of the ISDR. Along with other partners and UN agencies with an extensive field presence, UNDP plays an important role in disaster risk management at the country level.



UNDP Cuba

Based on over a decade of experience in responding to the needs of disaster prone countries, UNDP increasingly focuses on a half dozen key areas in line with its mandate and comparative advantages. Several of these areas have also been adopted as key thematic pillars of the ISDR system, in an effort to achieve the goals of the HFA.

Recovery, from the very onset of a disaster event and further downstream in the disaster response, provides an unparalleled opportunity to introduce measures to reduce vulnerability and future risk, as well as to address pre-existing inequalities within and between affected communities. Much more can and needs to be done in order to capitalize fully on this “recovery opportunity”. BCPR supports the **development of disaster recovery practice and capacity**

at the country level through the UNDP Country Offices, at the inter-agency level through the Cluster Working Group on Early Recovery, and at the global level through the International Recovery Platform (IRP) – a key thematic platform of the ISDR system.

Working with the ISDR Secretariat and Office for the Coordination of Humanitarian Affairs, UNDP supports the Capacity for Disaster Reduction Initiative (CADRI). CADRI promotes the exchange of ideas and experience on **capacity development for disaster risk reduction at the regional and national levels**. It is designed to advance knowledge and skills to make capacity development a cross-cutting activity for disaster risk reduction in support of the Hyogo Framework for Action.

BCPR’s work on **disaster risk identification and assessment** consists of capacity strengthening projects, enhanced data and analysis, a global risk update, and demonstration projects linking risk and loss information to decision-making. These efforts are brought together and shared broadly through the multi-stakeholder Global Risk Identification Programme (GRIP) that BCPR coordinates in support of priority area 2 of the HFA (“identify, assess and monitor disaster risks and enhance early warning”).

Disasters exact an enormous toll on lives and livelihoods, disproportionately impacting the poorest and the most vulnerable populations. If handled properly, development interventions can lower risk and reduce the negative impact of natural disasters. Strengthening national institutions and legislative systems for disaster risk reduction and recovery, and integrating these concerns into national development planning instruments is part of BCPR’s work in **disaster risk reduction mainstreaming and governance**.

Disaster losses associated with climate-related hazards including floods, cyclones and drought constitute the vast majority of losses globally. BCPR, working with UNDP’s Bureau for Development Policy, has created a partnership for **climate risk management** with the International Research Institute for Climate and Society at Columbia University in New York. The partnership supports countries developing climate risk management strategies to manage climate-related threats to development over the immediate and longer terms.

Rapidly growing urban centers and poorly managed infrastructure and planning make populations increasingly susceptible to disasters. **UNDP combines global advocacy with regional partnerships and local implementation to support disaster risk reduction in high-risk cities around the world**. A global component provides advocacy and supports the development of tools and strategies. A regional component offers a structure for sustainability and for knowledge sharing. A local component provides the platform for local actions and creates ownership through adapted institutional mechanisms.

Sri Lanka is a disaster prone country facing high risks from natural hazards such as flood, landslide, drought and cyclone, as well as less frequent but high impact hazards such as the Indian Ocean Tsunami.

Recognizing the high level of risk, the Government of Sri Lanka and its development partners have significantly strengthened their capacities over the last two decades. UNDP has been privileged to be an active partner in this process. However, the Indian Ocean Tsunami highlighted the fact that more work is required to turn this capacity into a nationwide multi-tiered, multi-sectoral system addressing all aspects of disaster risk management. This system should improve the efficiency of post-disaster response and ensure that development policy and practice reduces future disaster risks.

The UNDP Country Office, with support from BCPR, has been working closely with the Government of Sri Lanka, providing technical assistance to set up a comprehensive disaster risk management system and mobilizing support from international actors. A new disaster management law provides the necessary legal basis and has been followed by a number of important developments including the establishment of a National Council for Disaster Management (NCDM), which includes cabinet ministers in charge of 20 subject areas, making disaster risk management a multi-sectoral priority. A Disaster Management Centre (DMC), which serves as the NCDM's main executing agency, has also been established. UNDP has been working closely with the DMC in designing its organizational structure, creating linkages with district and division level structures, and developing its capacity to play the leading role in disaster risk reduction. The Sri Lankan parliament also formed a bipartisan committee to review the current state of disaster risk management and make recommendations for the future. UNDP supported the committee, providing technical inputs and facilitating the sharing of experiences from other countries.

The government, with UNDP support, has also begun developing a road map to build a 'Safer Sri Lanka' in the next 10 years. Preparing the plan has been a comprehensive exercise involving over 40 professionals from more than 20 government departments and agencies. Addressing current and future disaster risks, the road map involves specific project proposals in seven thematic areas: policy; institutional mandates and institutional development; hazard, vulnerability and risk assessment; multi-hazard early warning systems; preparedness and response plans; mitigation and integration of disaster risk reduction into development planning; community-based disaster risk management; and public awareness, education and training. The Sri Lankan Treasury has already allocated funding for some projects for 2007. UNDP is also implementing a multi-year programme to undertake some of the priority activities identified in the road map.

While the full impact of these risk reduction efforts will take several years to become manifest, some results have already started to show. For instance, the number of casualties in the flood season of 2006 dropped significantly and recovery efforts were notably more effective.



Steve Maines,
UNDP

Early Recovery

Early recovery begins during the immediate humanitarian response to a crisis. It helps generate self-sustaining, nationally-owned processes for post-crisis needs related to livelihoods, shelter, governance, environment and social dimensions, including the reintegration of displaced populations. Its goals are to: (1) augment emergency assistance; (2) support spontaneous recovery efforts and prevent the reestablishment of risk; and (3) create the foundation for longer-term recovery and development.

Representing UNDP in its **lead role on early recovery in the Inter-Agency Standing Committee (IASC) cluster system**, BCPR provides the framework and guidance for global inter-agency support to post-crisis countries. BCPR also hosts the secretariat of the IASC Cluster Working Group for Early Recovery (CWGER). The CWGER provides conceptual and practical guidance on early recovery through the development of assessment, programming and coordination tools for application in crisis-affected countries. It supports early recovery implementation in roll-out countries and during new crises through the rapid deployment of Early Recovery Coordinators. This helps the development of effective coordination structures for early recovery through the establishment of early recovery networks, and the development of inter-agency early recovery strategic frameworks and plans in support of government-led recovery efforts. In addition to its global advocacy role, UNDP plays a programming role in countries where IASC activates the early recovery cluster approach.

As UNDP Administrator Kemal Derviş explained in 2006, “UNDP is the lead organization within the UN for early recovery, having built up a great deal of capacity, know-how and experience [...] UNDP’s programmatic work should be delineated to focus on the types of intervention that strengthen the coherence and impact of the UN system at the country level in support of the strategy agreed with each country.”³ As cluster lead on early recovery, UNDP must have a clear policy on early recovery in order to support an agency-wide understanding that ensures effective support for the fulfillment of that role at headquarters level and, even more importantly, effective endorsement of that role in the field. However, understanding of UNDP’s early recovery approach has varied across the agency. To address this variance and to develop a corporate policy on early recovery, BCPR is engaging in a wide-reaching, consultative process with different areas of UNDP including Humanitarian and Resident Coordinators and other key actors. A senior level reference group has also been established. Working level Early Recovery Coordinators were consulted at a June 2007 workshop, and BCPR is using the crisis prevention and recovery knowledge network⁴ to conduct a wide consultation process within UNDP. Regional Bureaux and other UNDP technical bureaux will also be consulted before the draft policy is consolidated and submitted to UNDP senior management for review, finalization and dissemination.

An important part of this process is the development of a clearer understanding of the demarcation between UNDP’s role as an early recovery operational agency and its coordination role for the UN system as cluster lead, with an emphasis on ensuring that there is no potential for, or perception of, a conflict of interest. As a result, UNDP is establishing an institutional firewall at all levels from headquarters to the field between the management of its programmatic role and the management of its coordination role.

BCPR is leading UNDP’s **SURGE Project** to enhance the organization’s capacity for quick and effective recovery interventions. SURGE focuses on the human resources, standard operating procedures, and tools needed following a conflict or natural disaster. During the design and launch phase, SURGE resides in BCPR. After 2007, once the tools and systems are fully embedded throughout UNDP, this dedicated project will conclude.

³ Kemal Derviş to UNDP/UNFPA Executive Board, 19 June 2006.

⁴ The UNDP crisis prevention and recovery network is an electronic knowledge sharing mechanism for UNDP staff. It includes more than 1,700 members at the time of this publication.

Kyrgyzstan is the second poorest country of the former Soviet Republics with a total population of 5.1 million. Since independence, the country has experienced relatively liberal economic and social development compared to neighbouring countries. However, the March 2005 events, which resulted in the abrupt resignation of President Askar Akayev, revealed a wide range of political and social problems caused by persistent poverty, widespread unemployment and weak governance structures.

Kyrgyzstan is a small land-locked mountainous country, highly prone to earthquakes. Landslides, mudflows and floods are major hazards that regularly take a toll on lives and livelihoods of people, especially those living in remote rural areas. The country estimates it incurs about US\$35 million in disaster-related losses each year. In addition, it faces numerous risks derived from the industrial and nuclear waste dumps left over from the Soviet past.

Kyrgyzstan is ethnically diverse, with ethnic Kyrgyz forming the majority, followed by Uzbeks and Russians. The high prevalence of minorities in Kyrgyzstan has frequently resulted in tensions on issues ranging from language education in schools to political representation. Nationalism and the surging emphasis on ethnic belonging make people more prone to analyse situations in terms of 'us' versus 'them'. These tensions, coupled with the low capacity of governance structures, sometimes lead to sudden eruptions of violence at the local level.

Kyrgyzstan faces on-going structural risks and vulnerabilities, exacerbated by the chronic poverty in many parts of the country that could increase and result in a humanitarian crisis. These challenges require UNDP's investment in prevention.

THREE FACES OF PREVENTION

UNDP has recognized that it needs to address the root causes of conflict (such as social and economic inequality, discrimination and access to land) if it is to successfully support the country's efforts to achieve the Millennium Development Goals. At the request of the national government, UNDP recently embarked on a *Peace and Development Programme (PDP)* to strengthen national capacities to identify, understand and peacefully respond to conflicts and their root causes. The PDP builds on a previous programme that centered on bringing together relevant stakeholders to establish peaceful ways to achieve common goals in the Ferghana Valley, expanding that earlier programme's format to a nation-wide effort.

In 2005, UNDP launched the *Disaster Risk Reduction in Ferghana Valley Communities*, introducing new, decentralized and community-based approaches to reduce disaster risk most appropriate for the hazard pattern of localized and recurrent floods and landslides. The primary goals are to increase local capacity and to encourage communities to take responsibility for assessing and minimizing risk, as well as responding to disasters. The project has introduced the Ministry of Emergency Situations, villages, municipalities and communities to current tools to understand risk as the basis for this work. The success of this initiative has helped the UNDP Country Office mobilize resources to expand coverage to other regions and to include innovative elements such as educational materials and school programmes, awareness campaigns and on-site trainings.

Since 2005, the UN Country Team has also embarked on a *UN System Preparedness and Contingency Planning process* bringing together key national and international stakeholders to monitor and anticipate risk and to ensure timely, effective responses to potential major crises.



Kyrgyzstan. UNDP



Left: Ky Chung/UNMIK/DPI, Right: Kay Muldoon, UNFPA

2007 STRATEGIC PRIORITY: Gender Equality

Gender equality means that the different behaviours, aspirations and needs of women and men are considered, valued and favoured equally. Achieving gender equality is one of UNDP's core commitments.

In 2006, UNDP's Gender Steering and Implementation Committee formally endorsed an Eight-Point Agenda for Women's Empowerment and Gender Equality in Crisis Prevention and Recovery, which aspires to:

- Strengthen women's security in crisis;
- Advance gender justice;
- Expand women's citizenship, participation and leadership;
- Build peace with and for women;
- Promote gender equality in disaster risk reduction;
- Ensure gender-responsive recovery;
- Transform government to deliver for women; and
- Develop capacities for social change.

Specific projects linked to each of these goals will be developed in close coordination with the UNDP's work on conflict prevention and recovery, disaster risk reduction and recovery, and early recovery and cross-cutting issues. The following initiatives, all initiated in 2007, illustrate how UNDP will translate its goals for women's empowerment into effective development programmes:

- Undertaking a comparative study of domestic violence and small arms legislation in the Western Balkans. Demonstrating links between rates of domestic violence and weapons possession. Seeking to reduce domestic violence deaths, injuries and threats involving small arms.
- With the UN Development Fund for Women (UNIFEM) and other partners, coordinating a series of events on women, peace and security to mark the tenth anniversary of UN Security Council Resolution 1325 in 2010.
- With partners such as ISDR, the UN Environment Programme and the UN Human Settlements Programme (UN-HABITAT), initiating a global project on women and the environment to produce a milestone statement that will serve as the equivalent to what UN Security Council Resolution 1325 is for conflict. As part of this endeavour, UNDP will focus on developing a gendered approach to disaster risk reduction and disaster recovery.
- Contributing to a new cross-UN initiative, the UN Action Against Sexual Violence in Conflict, that is committed to prevent all forms of gender-based violence, including sexual violence in conflict, and to support survivors.

- Supporting the establishment of men's networks to oppose violence against women, supporting national initiatives to prevent armed violence between young men, and innovating new programming to understand and prevent male violence.
- Developing guidance for psychological and practical support of first responders to cases of sexual and gender-based violence (police, prison guards, border officers). Helping these law enforcement professionals manage their own trauma from dealing with the realities of sexual violence. (When unaddressed, such trauma leads to secondary violence and a high attrition rate among these forces.) Devoting special attention to the needs of women officers.
- Building the data on the differentiated needs of women and men in crisis and post-crisis situations with a focus on the early recovery phase. Producing a joint UNDP/UN Department of Peacekeeping Affairs/UNIFEM lessons learned report on gender equality and police reform in post-conflict settings.
- Incorporating a gender perspective into UNDP's assessment tools such as the Post Disaster Needs Assessment and Conflict-related Development Analysis. Developing a framework to evaluate gender responsiveness of disaster risk reduction programmes. Developing gender-disaggregated profiles for countries at risk for natural disaster.
- Developing an Information and Knowledge Center on Gender and Crisis Prevention and Recovery to provide intellectual leadership on the gender dimensions of crisis prevention and recovery. Developing approaches and methodologies for collecting data and evaluating programmes; and enhancing collaboration among scholars, policy-makers and practitioners.

During the course of the next twelve months, a more comprehensive plan of action will be developed, including indicators for measuring progress and for evaluating medium to long-term impact on both the lives of women and the recovery of nations.

Monitoring and Evaluation

In order to assess UNDP's progress towards corporate achievement of key crisis prevention and recovery results and outcomes as identified in the UNDP Strategic Plan 2008-2011, BCPR committed to developing a comprehensive monitoring and evaluation system.

CONTEXT

In 2006 BCPR underwent a change-management exercise to put in place structures and processes designed to strengthen the crisis prevention and recovery practice in UNDP and to maximize country-level impact based on country demand. Under the new structure, the three clusters (Programme and Operations Support (POSC), Technical Advisory Services (TASC) and the Central Strategy and Policy Cluster (CSPC)), under the leadership of the BCPR Directorate, provide coherent and integrated support to UNDP Regional Bureaux and Country Offices in the area of crisis prevention and recovery. Within the context of the change-management exercise and strategic self-reflection process, BCPR committed to developing a monitoring and evaluation system to assess performance against strategic priorities and crisis prevention and recovery outcomes.

The system is being developed within the context of UNDP's new corporate Strategic Plan for 2008–2011 and the accompanying Integrated Platform for Results and Risk Based Management (Integrated Platform), an enhanced results-based management framework and system that will replace the multi-year funding framework (MYFF) as the corporate reporting system. Additionally, during 2006, an updated UNDP Evaluation Policy took effect, which identifies evaluation roles and responsibilities for UNDP Bureaux, and regional and country

office management. The BCPR monitoring and evaluation system will be consistent with the Integrated Platform and the UNDP Evaluation Policy.

PURPOSE AND SCOPE

The primary purposes of the BCPR monitoring and evaluation system are to: (1) assess UNDP's progress towards corporate achievement of key crisis prevention and recovery results and outcomes as identified in the UNDP Strategic Plan 2008-2011; (2) provide relevant and accurate information on whether and how well BCPR is supporting this progress by advancing its strategic priorities and the crisis prevention and response outcomes identified in the BCPR Strategy; and (3) provide accountability to stakeholders. The monitoring and evaluation system will address those activities directly supported by BCPR (through technical and financial resources) and specify Bureau support to UNDP Country Offices in their monitoring and evaluation of crisis prevention and recovery interventions.

PROCESS

An initial mapping of monitoring activities in BCPR will identify gaps and needs, and will inform the development of the system. Activities will be measured against the outcomes and strategic principles identified for the crisis prevention and recovery focus area in the UNDP Strategic Plan and the management operational principles used to develop the 2007 BCPR technical work plans. Monitoring frameworks will be developed and an evaluation plan reflecting BCPR's priorities will be created for the duration of the UNDP Strategic Plan. Clear accountability structures for monitoring and evaluation will also be established.

ADDITIONAL MONITORING AND EVALUATION ACTIVITIES AND TOOLS

To support the monitoring and evaluation system, BCPR will also strengthen the capacity of its staff and develop tools for use by BCPR and Country Offices working in areas related to crisis prevention and recovery.

Regular updates on the development of the monitoring and evaluation system will be provided as addendums to this report.

2

Global Initiatives



A. Global Initiatives in Conflict Prevention and Risk Reduction

Youth and Violent Conflict

OVERVIEW

Violent conflict affects societies as a whole, but experiences, vulnerabilities and coping mechanisms differ for men and women, boys and girls. Young people are particularly affected by the collapse of education and employment opportunities. They are the population segment most likely to be recruited into fighting forces, and are most vulnerable to increased risk of HIV/AIDS and other sexually-transmitted diseases.

At the same time, violent conflict can bring about changes in social norms, and provide the opportunity to renegotiate relations and hierarchies based on age and gender. During periods of conflict, alternative political structures can be created that are more inclusive of women and/or youth. Ignoring such opportunities in post-conflict recovery processes can lead to disaffection, alienation and distrust in the benefits of peace.

International organizations have started to pay more attention to youth in recovery efforts. As noted in the 2005 World Youth Report, "There have been a number of promising developments in working with youth in conflict and post-conflict settings, ranging from initiatives supporting youth civic participation and leadership, to programmes addressing youth health, education and economic development."⁵

Development agencies are increasingly treating youth as a target group deserving specific programming attention. The rationale for these interventions is often linked to preventing violence and/or reinforcing peace, based on the assumption that youth can be both a *threat* to peace and a *force for* peace. However, youth-related interventions have not always been systematic

As part of its efforts to advance the role of youth in the achievement of the Millennium Development Goals (MDGs), UNDP has developed extensive experience working on and with youth at the national level. Interventions range from full-fledged programmes to discrete youth components in mainstream development programmes. UNDP is now taking stock and learning lessons in an effort to offer improved guidance to UNDP Country Offices and practitioners.

⁵ United Nations World Youth Report, 2005, p.145.



UNHCR

and coherent. Understanding of the youth/violence link is still blurred, and little guidance exists on how to address it programmatically.

As the practice leader for crisis prevention and recovery within UNDP, BCPR has recognized the need for knowledge codification and cross-country learning, and has embarked on a sustained, global effort to develop a better understanding of the youth/violence linkage and its programmatic implications.

KEY ACHIEVEMENTS

In 2006, as a first step towards this enhanced understanding, BCPR published the report 'Youth and Violent Conflict: Society and Development in Crisis?'⁶ The report reviews existing analytical and policy frameworks, and provides preliminary mapping of relevant strategies and programming efforts put in place by UNDP, other UN agencies and partner organizations to engage with youth in recovery and prevention efforts.

Building on the findings of the report, BCPR is carrying out a number of activities in collaboration with UNDP Country Offices that will ultimately result in programming guidance for UNDP and its partners. Current activities include:

- Comprehensive mapping and desk review of UNDP youth-related programmes in conflict prevention and recovery;
- Internal discussion among UNDP practitioners with specific expertise on youth-related programming in conflict prevention and recovery, providing a platform for exchanging experiences and identifying lessons learned and best practices;
- In-depth reviews of selected youth-related programmes at the country level;
- Technical support for UNDP Country Offices and national partners in designing and implementing youth-related programmes, including codifying experience and lessons learned.

LESSONS LEARNED

UNDP is working extensively *on* and *with* youth at the country level. Interventions range from full-fledged youth programmes to discrete youth components in mainstream development programmes in a variety of areas. This extensive engagement raises the need for systematic reflection on key issues and challenges encountered by UNDP Country Offices in youth-related programming. While this is a work-in-progress, a number of lessons have already been identified:

- Youth is not a discrete programming sector. No single UN agency can tackle youth issues. A multi-dimensional, holistic approach is required, bringing together different actors with different areas of expertise. **Youth interventions should** not take place in isolation, but rather **be embedded in comprehensive development strategies.**

⁶ The report can be found online at http://www.undp.org/cpr/whats_new/UNDP_Youth_PN.pdf.

- Youth is not only an age category. It is a social construct, intrinsically related to questions about intergenerational relations. **The meaning of 'being young' changes across time and space.** The volatility and complexity of this definition poses concrete challenges to defining youth for programming purposes.
- **Youth is not a homogenous entity** that automatically adheres together. Rather, it is a complex microcosm in which all the various cross-sections of society are represented. The dichotomy of youth-as-spoilers versus youth-as-peacebuilders is misleading in that it obscures the complexity of youth as a multifaceted social group. For international actors, some groups of young people are easier to reach and engage, such as young people living in large cities who are already organized through youth organizations and networks. It is much more challenging to reach out to the most vulnerable and socially disadvantaged youth.
- There is **the challenge of looking at youth through a gender lens.** Experience shows that youth programmes tend to attract far more boys and young men than girls and young women. This partly reflects the fact that a gender perspective has not yet been fully incorporated in the way youth is understood and programmes designed.



COUNTRY EXAMPLE:

The first programme review in the BCPR initiative focused on developing a National Youth Policy (NYP) in Liberia. The UNDP Country Office in Liberia supported this process as part of a collective effort led by the Government of Liberia, which brought together a diverse range of national and international stakeholders including the Federation of Liberian Youth, the United Nations Mission in Liberia, and a number of UN agencies, international nongovernmental organizations (NGOs) and donors.

The NYP was developed through a participatory process that included a National Youth Conference in 2005, as well as broad-based consultations with different stakeholders in regional workshops and round-table meetings. After having been endorsed by President Ellen Johnson-Sirleaf, the policy is now being disseminated throughout Liberia, and discussions are underway regarding its enactment into law.

The following are some of the lessons from the Liberia experience:

- **The right combination of key actors with varying expertise and capabilities is critical for success.**
- **When aiming for effective development programming, it is important to ensure national ownership. National institutions must be in the driver's seat and set their cause, owning and implementing their development policies.**
- **Context-related outreach strategies should be developed and used from the outset to ensure the participation and representation of marginalized groups.**
- **Gender sensitivity must be applied throughout all stages of the process to identify specific gender needs, with attention to the barriers to young women's participation. It is not enough to have gender issues in the analysis: there should be follow-up to ensure that they are included in the formulation and implementation of strategic responses.**
- **Awareness-raising is crucial and should take place throughout the process.**

UNDP has learned that destroying small arms and light weapons is not enough to reduce the level of armed violence in a society; a more comprehensive approach is needed to tackle security challenges. UNDP's policy and programming initiative on armed violence prevention, jointly implemented with WHO, is an attempt to apply and refine this approach.

Armed Violence Prevention Programme

OVERVIEW

Initiated in 2005 by UNDP and the World Health Organization (WHO), the Armed Violence Prevention Programme (AVPP) is a collaborative programme that supports global and country-level activities. Its goal is to promote effective responses to armed violence by supporting the development of an international policy framework founded on a clear understanding of the causes, nature and impacts of armed violence, and best practices based on existing violence reduction and prevention initiatives.

The programme's underlying rationale is that humanitarian and crisis/post-conflict recovery assistance has, until recently, focused primarily on countries in or emerging from armed conflict (inter-state or civil wars). However, there is increasing recognition that high levels of inter-personal armed violence in countries 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 impacts that such violence has on development, public health and human security, and its potential for causing serious destabilization, crisis and conflict. Although many of these countries receive substantial development (ODA) or budgetary assistance from the international community, these 'conventional' forms of support are ill-adapted to address the manifestations and root causes of armed violence. This concern is reflected in the 2004 Report of the UN Secretary-General's High-level Panel on Threats, Challenges and Change, which draws attention to unconventional and development-related security threats.

At the global level, the first phase of AVPP (2005-2006) focused on research on armed violence and its prevention, coupled with initiatives to mainstream the issue within national development assistance frameworks. At the country level, projects in Brazil and El Salvador focused on strengthening national interventions and institutional capacities to monitor and address armed violence and evaluate promising prevention practices.

KEY ACHIEVEMENTS

A January 2007 meeting in Panama City involving a wide range of participants from throughout Latin America reviewed the first phase and identified priorities and opportunities for future collaboration. As a result of this meeting, UNDP and WHO drafted a concept paper for the second phase of the AVPP, which will involve expanded collaboration between governments, UN agencies, and civil society organizations. They are also considering the establishment of a UN inter-agency working group to facilitate broader collaboration and the advancement of a common agenda. This group will also develop a web-based information platform or clearing-house on the AVPP to reach and support a broader network.

LESSONS LEARNED

- Knowledge about armed violence in non-conflict and post-conflict situations, as well as on-going armed conflict, has recently increased. The example of Brazil demonstrates how more young men can be killed through armed violence in a country 'at peace' than in many formally recognized armed conflicts.
- While small arms and light weapons are primary vectors of armed violence, it is not caused by any single factor. To have a real impact, armed violence prevention and reduction programmes require a comprehensive approach that addresses the whole environment surrounding the violence.
- The programme has already demonstrated benefits of the UNDP/WHO collaboration. For instance, WHO epidemiological methods have provided the basis for developing a comprehensive approach to designing and evaluating armed violence prevention programmes, which can then be mainstreamed into national development programming with UNDP's support.
- Coordination of data collection and information sharing should be enhanced. More systematic monitoring and evaluation is needed to ensure the effectiveness of development programmes. Greater efforts are also required within the UN to harmonize advice to governments on the establishment and management of data collection systems.
- While some interventions can achieve relatively rapid reductions in armed violence, comprehensively addressing and preventing armed violence is a long-term process. This has many implications concerning the sustainability and resource requirements of armed violence prevention. Generating and maintaining the commitment of multiple stakeholders is critical but challenging. Building strong alliances is therefore crucial, as is developing strategies to mobilize and pool resources.
- Armed violence prevention programming must be more gender sensitive. Although the gender dimension of armed violence has been flagged as a key area of concern, programming must be modified to reflect this.



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- Generating and sustaining the political will to put armed violence prevention on the public agenda requires creative approaches. For instance, while some governments support armed violence prevention, in other countries UNDP Country Offices and other actors have found it difficult to generate the requisite political will and sustained interest. Local governments are often initially more interested in cracking down on on-going violence than they are in prevention. New thinking is needed at the international level concerning how to generate and support political will – an area in which linking the AVPP global activities to several international processes would be useful.
- Multi-sectoral and area-based approaches are promising but need further development. There are good examples to build upon, but to optimize programming, better understanding is needed of which mix works best under which circumstances. Greater awareness of the comparative advantages of different actors is also necessary: in other words, who does what best, and at what stage?

COUNTRY EXAMPLE:

In El Salvador, UNDP integrated an AVPP pilot project into its on-going ‘Sociedad sin Violencia’ (Society without Violence) programme with three goals in mind: developing institutional capacity, enhancing the generation of information and knowledge, and systematizing good practices. With regard to capacity development, the project’s 2006 activities concentrated on generating unified violence statistics and information analysis at the local level, and on improving the ability of the health information system to collect and analyse data on armed violence. This included, for example, technical assistance on the elaboration of databases for the ‘Observatorio de Violencia y Delincuencia Local’ (Observatory of Violence and Local Crime); training for police, prosecution and forensic experts on collecting and analysing data; and supporting the establishment of the Health Ministry and WHO’s ‘Information System on Externally Caused Injuries’ (SILEX).

To enhance information and knowledge generation, the project collaborated with MESARES, a national NGO working on health related issues, to study the impact of small arms on health through a case study of two hospitals. The applied methodology is now available to conduct a similar study at the national level. The project also produced and disseminated a directory of organizations working on violence prevention in the country, covering 51 organizations and over 140 programmes. It also hosted several dialogues and seminars, and worked with the media to train reporters and raise public awareness of how arms affect everyday life in El Salvador. One concrete output was the documentary ‘*El Arma Nuestra de Cada Día*’ (Our Everyday Weapon).

Reports disseminated from the evaluations of two initiatives at the municipal level helped distill and share good practices. Work to date has shown that it is sometimes easier to build support for armed violence prevention initiatives at the local level than at the national level. Careful systematization and evaluation can then demonstrate programming impact that can be used to foster interest in these initiatives in other municipalities and sometimes also at the national level.

Parliaments and Small Arms

OVERVIEW

Parliamentarians have a critical role to play in conflict prevention and post-conflict recovery. A number of studies have shown that given their legislative, representative and oversight roles MPs (Members of Parliament) are well positioned to be key actors in policy formulation and conflict resolution. Organizations such as the Amani Forum, the European Parliaments for Africa, and the Inter-Parliamentary Union increasingly support the involvement of parliaments and parliamentarians in peacebuilding efforts.

Despite these efforts, the role of MPs is often overlooked by the international community, which tends to focus on the executive branch and civil society in post-conflict contexts. For example, MPs are rarely included in national delegations to international conferences. As a result, parliaments often lack information on policy issues considered primarily international, which may slow down national legislative processes.

Despite increasing efforts by a number of organizations, MPs are still rarely part of international and regional discussions on small arms control. This is all the more regrettable since national parliaments have a significant role to play in strengthening the relevant legal and institutional frameworks.

In 2006, working with two nongovernmental organizations (the Parliamentary Forum on Small Arms and Parliamentarians for Global Action), UNDP initiated a project to inform parliamentarians about small arms issues (including small arms control and armed violence prevention) and to strengthen their capacity to address effectively those issues in their respective countries.

To achieve this goal, the project implemented three distinct but complementary activities:

- Supporting the participation of MPs in small arms and light weapons (SALW) meetings and conferences. MPs received support to attend regional workshops organized by the project partners and international conferences in the context of the UN Programme of Action. This helped MPs strengthen their knowledge of the many facets of the small arms issue (including humanitarian and developmental) and enhanced their participation in related policy-making.
- Establishing a help-desk. The help-desk provides participating MPs with continued assistance and concrete guidance on addressing SALW-related issues in their countries. Access to follow-up resources via the Internet ensures that their knowledge of small arms control translates into concrete initiatives at home.
- Supporting the establishment of the Parliamentary Observatory. This institution has conducted extensive research on SALW from a parliamentary perspective and developed a series of specific knowledge products aimed at compiling SALW data, lessons learned and best practices from parliamentary experiences worldwide.

Experience has shown that addressing small arms issues is less effective without the active engagement of parliamentarians. As part of its effort to reduce the level of armed violence in crisis countries, UNDP prioritizes the participation of parliamentarians in small arms control policy-making and programming at global, regional and national levels.



KEY ACHIEVEMENTS

Development actors acknowledge that any initiative addressing small arms issues will be less effective without the active engagement of parliamentarians. This project is helping to consolidate that view among the members of the international small arms community, and has contributed to the development of appropriate tools and methodologies that can offer clear guidance and support to parliamentarians.

Despite its relatively modest size⁷, the project has produced encouraging results. It has helped strengthen the capacity of participating MPs on SALW issues and increased their commitment on

those issues. Project activities, including public hearings and efforts to raise awareness, have also enhanced the role and visibility of national parliaments on small arms issues at the national and global levels.

LESSONS LEARNED

The project experienced a number of constraints and challenges. In particular, elections cycles, political agendas and parliamentary sessions have made working with the same MPs in a sustainable and consistent manner difficult. Alternative ways of building the capacity of national parliaments should be pursued including, for example, working with parliamentary committees or parliamentary assistants rather than with the MPs themselves.

Meeting the demand for informational material and achieving full-scale parliamentary validation of developed materials has proven challenging. This can be explained by weaknesses in parliaments' institutional abilities to serve their parliamentarians and by the general lack of resources available to MPs to carry out their parliamentary duties.

These constraints were partially mitigated by the fact that the project has been implemented by parliamentary organizations. This has allowed UNDP to benefit not only from these organizations' expertise, but also from their networks of MPs, which proved helpful when initiating sub-regional activities.

The project has identified a number of lessons learned including:

- **Parliamentarians with different thematic and political credentials must be targeted** in order to ensure a broad approach on SALW issues and the pursuit of long-term development goals.
- **The parliamentary perspective should be rigorously included** so as to not duplicate efforts of other actors and/or risk rendering project activities unpractical for MPs.
- **Support for MPs should not be limited to legal issues.** It is equally important to empower MPs in their policy-making role.

BCPR is now exploring the possibility of developing a broader parliamentary project that would encompass additional issues such as security sector reform, mine action and conflict prevention.

⁷ In total, more than 15 MPs were supported from Africa, the CIS and Latin America. BCPR is now considering the development of a broader programme that would encompass issues such as security reform, mine action and conflict prevention.

Conflict-related Development Analysis: Taking Gender into Account

OVERVIEW

Conflict and its management are an inextricable part of the development process. The complex challenges of poverty, socio-economic inequality and competition over natural resources that many societies face tend to be made more difficult by inter-group or political differences. In many contexts they are further exacerbated by the availability of illicit weapons, cross-border crime and HIV/AIDS. Development, for all its professed benefits, inevitably generates conflict over economic and social priorities and resource allocation, as well as competition over the sharing of new wealth. Managing social change and channeling the many conflicts that development brings in its wake must therefore be a high priority for development programming.

KEY ACHIEVEMENTS

UNDP has been promoting a conflict-sensitive approach to development planning and programming to ensure that programmes do not unintentionally exacerbate tensions and that they actively address causes of conflict. To achieve this goal, UNDP has developed a conflict analysis framework known as the Conflict-related Development Analysis (CDA) to assist UNDP, other UN agencies and national counterparts in: (1) understanding the causes and dynamics of conflict; (2) analysing current policies, practices and programming from a conflict lens; and (3) designing and implementing conflict-sensitive programmes. This operational framework has been useful in many situations, including post-conflict contexts to ensure that recovery

As part of its effort to further mainstream gender equality into its conflict prevention and recovery work, UNDP is reviewing its country-based conflict analysis experiences to include a stronger gender perspective.



UNDP Liberia

Red Noy, UN

planning and response address the factors driving the conflict and strengthen national and local capacities for sustaining peace.

The CDA framework has been primarily used to build the capacity of stakeholders to work together to analyse problems and identify joint solutions. In countries such as Colombia, Fiji, Indonesia, Nigeria and the Solomon Islands, efforts have been made to support nationally-owned and participatory conflict analysis processes. These processes have helped create safe spaces for dialogue where relevant stakeholders can reach consensus on how to tackle key obstacles to peace and how to create strategic alliances to address them.

Work within the framework has also strengthened the capacity of UNDP and its partners for conflict-sensitive programming, and improved the integration of conflict analysis into UN planning processes (e.g. Common Country Assessment/UN Development Assistance Framework, and Post-Conflict Needs Assessments).

LESSONS LEARNED

It is essential that gender concerns are integrated in the conflict prevention agenda. Because CDA-type exercises highlight issues of socio-economic development, security, governance and peace, they should be linked to promoting gender equality and transforming gender relations. However, current efforts in conflict analysis, including those supported by UNDP, tend to fall short in ensuring that gender concerns are addressed and effectively translated into policies and programming.

In this context, BCPR recently reviewed how gender has been integrated into CDA processes. In particular, the review noted that:

- The CDA is designed as a strategic analysis and planning tool, with the goal of highlighting trends and issues of concern at a macro level. However, gender issues and perspectives of men and women typically emerge at the micro level. This suggests a critical tension between the overall goal of the CDA, and the effective integration of gendered perspectives into the framework of analysis and programming responses. As a tool, the CDA leans towards identifying the causes of conflict, more than drawing attention to the effects of conflict on men and women.
- When national and local counterparts are gender blind or perceive conflict as being gender neutral, it is challenging for UNDP Country Offices to highlight gender as a key variable in conflict.
- The absence of gender perspectives tends to be unintentional and is largely due to a lack of awareness and expertise on the part of those involved, and limited experience in the practical aspects of integrating gender in conflict-related development efforts.
- Country conflict analyses supported by UNDP and other actors have only limited documentation on gender-related issues. Specific knowledge should be codified to provide practical guidance.

In response, UNDP is developing a set of working guidelines to help address some of the critical gaps in integrating gender into conflict analysis and in the translation of that analysis into concrete action. As such, the guidelines are intended to facilitate understanding of relevant gender approaches and terminology and to help fill gaps at the national, regional and local levels.

UNDP has also started to systematically document the integration of gender concerns into recently completed conflict analysis processes, beginning with the Peace and Stability Development Analysis which was supported by UNDP and the Government of Fiji (Ministry of Multi-Ethnic Affairs and National Reconciliation and Unity) in collaboration with the Ecumenical Centre for Research, Education and Advocacy in 2005-2006.⁸

⁸ http://www.undp.org/cpr/how_we_do/gender.shtml

Climate Risk Management

OVERVIEW

Climate affects many sectors critical to development including agriculture, water resources, hydro-power and health. Climatic variability can trigger crop failures, food insecurity and famine, malaria epidemics, and shortages of water for hydro-power and irrigation. Impacts frequently compound each other and result in disasters.

In the future, climatic changes brought about by global warming could create new patterns of risk, and perhaps higher risks generally. Increasing temperatures may make semi-arid regions drier and increase coastal flooding. The growing intensity of tropical cyclones in recent decades may be tied to rising sea surface temperatures. In general, global warming is expected to widen climatic ranges, leading to heavier flooding and more severe droughts. The increasing global population further exacerbates the related risk exposure of people and economic assets.

KEY ACHIEVEMENTS

BCPR and the UNDP Bureau for Development Policy (BDP) have developed a partnership with the International Research Institute for Climate and Society (IRI) at the Earth Institute of Columbia University to strengthen the ability of countries at risk to manage climate variability against a backdrop of climatic and socio-economic change. Building on institutional synergies, the goal is permanent, widespread improvement in climate-related development outcomes in high-risk countries.

With operations in 166 countries, UNDP brings to the partnership the ability to scale up effective programming on a widespread basis. BCPR provides human and financial

Managing climate-related risks is a key development challenge. UNDP is partnering with the International Research Institute for Climate and Society (IRI) at the Earth Institute of Columbia University to link efforts to manage disaster risks associated with climate variability with initiatives to manage long-term risks associated with climate change.



UNDP disaster preparedness training in the Maldives



Left: Radhika Chalasani, UNDP. Right: UNDP Sri Lanka

resources, including an extensive network of practitioners. BDP brings experience managing a major global programme addressing climate change and several large climate change adaptation funds, as well as expertise advising UNDP Country Offices on creating and implementing climate change adaptation initiatives. With programmes around the world based on rigorous science and cutting edge methods, the IRI helps countries understand, anticipate and manage the impacts of climate fluctuations.

The first joint activity was a workshop to assist eight Asian countries in identifying the climatic patterns and trends affecting their ability to achieve their development goals, and climate risk management measures to protect development in both the short and long term. UNDP and the IRI are currently helping the participating Asian countries further develop their climate risk management plans and projects. The aim is to support as many plans and projects as possible through implementation and documentation of results. A second workshop is being organized in 2007 to initiate work in Latin America.

The partnership expands the human resource base available for joint, regional strategy development, programming and mainstreaming. Regional technical advisors from the participating organizations have already begun cooperating to identify and implement joint activities.

LESSONS LEARNED

Adaptation to climate change cannot be based solely on scenarios of what might happen in 30 or 40 years. Learning to manage current risks is essential for managing those that will emerge in the future. Efforts must begin with attention to the present development situation and local needs.

While past climate is not a good indicator of the future climate, past experiences and lessons learned are helpful. It is highly unlikely that successful adaptation will come only from a priori planning. It will require continual adjustment of risk management practices.

Climate change requires a search for coherence and coordination in order to effectively manage risks on many fronts and on many scales: from local to global, from seasonal to centennial, from water to health to ecosystems at large. It also requires involving a wide range of stakeholders and addressing development concerns such as poverty reduction, gender, rural development, urbanization and economic growth.

Urban Risk Management

OVERVIEW

In 2007, for the first time in history, the world's urban population will exceed its rural population. This expansion is largely unplanned and not responsive to the increased risks caused by the rising urban population. These risks include demographic pressure on social services, scant attention to hazards in the development process, weakness in governance, and inadequate risk awareness among the population and its governing institutions.

Because of the concentration of people, activities and assets, a major disaster would overwhelm many local management capacities related to disaster response, relief operations, impacts on critical infrastructure, rapid recovery, livelihood restitution, financial coverage of losses, and/or social and economic repercussions.

In this context, UNDP has stressed urban disaster risk reduction as an important area of engagement and undertaken a series of related initiatives.

KEY ACHIEVEMENTS

Mainstreaming initiative. With leadership from BCPR, UNDP has undertaken a new initiative to mainstream disaster risk into urban development processes using global advocacy, regional partnership and local implementation. Key global partners include DIPECHO (the disaster preparedness programme of the European Commission's humanitarian aid department (ECHO)), the Earthquake and Megacities Initiative (EMI), the International Institute for Environment and Development (IIED), the Secretariat of the International Strategy for Disaster Reduction (ISDR), Kobe University, the ProVention Consortium, and the United Nations Human Settlements Programme (UN-HABITAT). The initiative's global agenda provides advocacy and supports the development of tools and strategies. Its regional agenda provides the structure for sustainability and knowledge sharing; it focuses on fostering solid regional infrastructure for sharing knowledge, introducing sound practices and disseminating lessons learned while maintaining the focus on mainstreaming disaster risk reduction into urban development. The regional component provides critical input for the structure, strategy and agenda of the global level efforts. The local agenda provides a platform for national implementation and ownership.

Global Forum for Urban Risks. Through sustained advocacy and consultation, UNDP has helped establish the Global Forum for Urban Risks – a global mechanism for urban risk reduction within the Hyogo Framework. The mechanism will allow for advocacy and awareness raising, and support the mainstreaming of urban risk reduction into national plans and programmes. Endorsed by a wide range of stakeholders, the Global Forum was launched as a thematic platform of the ISDR system during the first meeting of the Global Platform for Disaster Reduction in June 2007.

Strengthening regional networks. In cooperation with DIPECHO, UNDP has launched 'Regional Strengthening and Disaster Risk Reduction in Major Cities in the Andean Community'; a project encouraging local governments of Andean region capital cities to promote South-South cooperation initiatives. UNDP and DIPECHO have already compiled methods and tools to prepare communities for emergencies,

Rapid growth in urban populations around the world is often not accompanied by the planning necessary to address the risks this growth creates for disaster management and recovery. UNDP stresses urban disaster risk reduction as an important area of engagement and has undertaken a series of related initiatives.

and held regional workshops to help local partners and other national institutions assess their capabilities regarding disaster risk reduction in cities. These workshops formed the basis for policy-making and the construction of mutual assistance mechanisms. The second phase of this project is now underway.

In cooperation with ProVention Consortium, UNDP has also launched an initiative to establish the African Urban Risk Analysis Network (AURAN) composed of seven urban areas in Africa. With the ultimate goal of identifying disaster risk accumulation processes in African cities, an initial research phase was completed in 2006 and key findings are being compiled for publication and wide dissemination. The project's second phase is now underway.

Mainstreaming disaster risk reduction in urban planning and management. In 2006, the UNDP Country Office in Jordan, with technical and financial support from BCPR, partnered with the Government of Jordan to implement an earthquake reduction risk programme for the municipality of Amman. BCPR also supported the organization of several workshops related to disaster risk reduction in Katmandu and Manila, bringing together national stakeholders and UNDP Country Offices. As a follow-up to the 2006 workshops, BCPR is now working with UNDP Country Offices in Nepal and the Philippines to finalize documents on disaster risk reduction for Katmandu and Manila.

BCPR has also helped develop tools and an electronic learning platform on urban disaster risk reduction. It is also supporting the implementation of the urban risk components of the Earthquake Risk Reduction and Recovery Preparedness Programme implemented by the South Asian Association for Regional Cooperation in partnership with the Asian Disaster Reduction Center and the Government of Japan.

COUNTRY EXAMPLE:

In 2006 the UNDP Country Office in Jordan signed a project agreement with the Government of Jordan to reduce disaster risk in Amman by establishing a disaster risk management process that would ultimately equip the municipality with a Disaster Risk Management Master Plan anchored in a sound institutional framework. This five-phase process involves communities and their governing bodies in disaster mitigation by enhancing their knowledge of the risk and the options for mitigating the risk, strengthening institutional capabilities, and developing a coalition of knowledgeable stakeholders whose collective contribution results in a safer community and environment.

The first phase supports the implementation of an effective disaster management practice at the municipality level, and involves consultation with governmental and nongovernmental organizations, and the establishment of arrangements to support disaster management at the national and local levels. The second phase will assess current disaster management practices in Jordan, and particularly how these practices address the threats to Amman. The third phase will undertake an earthquake risk analysis to develop an understanding of the potential human and material losses in the city and their implications on managing the risk to the city. The fourth phase will identify institutional weaknesses and human resources needs, and develop programmes to enhance local capacity and create a dynamic environment that supports the implementation of sound disaster management practices in Amman. The final phase will center on supporting the implementation of a framework to develop the city's disaster risk management master plan, analysing the results of the disaster risk assessment and then working with the city policy-makers to identify priorities and establish a strategy for disaster risk reduction and a long-term implementation plan.

B. Global Initiatives in Recovery

Explosive Remnants of War

OVERVIEW

Cluster munitions are containers that include sub-munitions; they can be delivered by an aerial platform, or by sea-based or ground-based systems. Research and experience have shown that they are area weapons with imprecise targeting and high failure rates. These two characteristics make them extremely dangerous to populations' security and livelihood, both at the time of use and post-conflict.

More specifically, cluster munitions have a wide area effect and can thus be indiscriminate in their impact. If used in proximity to concentrations of civilians, cluster munitions can maim and kill unacceptable numbers of civilians. They also often fail to explode or function as per self-destructing design, leaving behind large numbers of unexploded ordnance that create casualties for decades to come and prevent the productive use of contaminated areas. Unexploded sub-munitions are highly unstable and cause accidents to clearance personnel, especially when other types of munitions are also on the ground. These unexploded and non-self-destructed cluster munitions that remain on the surface are often extremely sensitive and likely to explode when disturbed. Throughout the world, many of the victims are children attracted by the shape and sometimes the color of these innocent looking, toy-sized weapons.

From 1964 to 1973, the **Lao People's Democratic Republic** (PDR) was subject to the heaviest bombing the world has ever known. More than 80 million sub-munitions (known locally as bomblets or bombies) were dropped with an estimated failure rate of between 10 and 30 percent, leaving behind between 8 and 25 million unexploded sub-munitions. More than thirty years after the conflict, clearance operations are still on-going. Explosive remnants of war (ERW) continue to limit physical safety, livelihoods and food security in Lao PDR. High poverty levels in rural communities often correlate with high levels of ERW contamination. The current Lao PDR National Strategic Plan for the UXO (unexploded ordnance) Programme covers a ten-year period ending in 2013, and envisages the need to develop a new ten-year plan at the end of this period. UXO/Mine action is an absolute pre-condition for the socio-economic development of Lao PDR and for the achievement of the Millennium Development Goals (MDGs).

In newer deployments, as seen in **Lebanon** in 2006, the inherent inaccuracy of cluster munitions and the fact that they, together with other conventional weapons, were used in close proximity to civilian populations left approximately 1,200 Lebanese civilians maimed or killed. In addition, the unacceptably high failure rates associated with these weapons have resulted in more than one million new unexploded bomblets in Lebanon lying hidden in fields, olive groves and gardens. This means people cannot return home or farm their land before clearance has taken place. As of 7 May 2007, 872 individual locations of new cluster bomb strikes were confirmed covering an area over 35 million square meters.⁹ As well as causing civilian injury and deaths (some 178 civilians have been injured and 22 killed since the conflict ended), these munitions are effectively denying access to approximately one quarter of Lebanon's usable arable land.

Since 2005, and in collaboration with other UN agencies and partners, UNDP has implemented a global advocacy strategy to raise awareness about the unacceptable harm that cluster munitions cause to civilians, both at time of use and after conflict has ended. This effort culminated in the launch of an international process in 2007, which is expected to lead to a legally binding instrument banning cluster munitions that cause harm to civilians in 2008.



left: Landmine Action UK, right: UNDP/BCPR

KEY ACHIEVEMENTS

UNDP has seen first-hand both the short-term humanitarian impact and the medium to long-term socio-economic and development impact on populations and communities. UNDP is operational in all the countries currently known to be contaminated by cluster munitions, and provides capacity building support to national mine action or small arms control programmes in most of them.

International humanitarian law already indirectly regulates the use of cluster munitions, prohibiting the deployment of such weapons in or near civilian areas, but experience has shown that these regulations are not always followed. Therefore, since 2005, UNDP has implemented a global advocacy strategy to raise awareness about the unacceptable harm to civilians.

More specifically, UNDP has worked to develop a better understanding of the nature of cluster munitions. Indeed, UNDP, along with colleagues from the United Nations Mine Action Service (UNMAS) and the United Nations Children's Fund (UNICEF), tabled definitions of cluster munitions and sub-munitions that many UN Member States now use.

UNDP has also worked to better define the impact of cluster munitions. Through a participants' survey in 2005 at the Eighth International Meeting of Mine Action Programme Directors and UN Advisors, UNMAS, UNDP and UNICEF, with the support of the Geneva International Centre for Humanitarian Demining, collected information on the humanitarian threat posed by different types of munitions and sub-munitions. The survey led the UN to single out cluster munitions for the high threat they pose to the safety of local populations and clearance operators.¹⁰


UNDP has also funded research by the UN Institute for Disarmament Research on the humanitarian and development impact of cluster munitions. The study focused on Albania and the Lao People's Democratic Republic in an effort to document the impact of cluster munitions in the case of both small-scale and large-scale use.

UNDP has also worked to raise awareness about cluster munitions at the multilateral level. UNDP actively participated in the meetings of the Convention on Certain Conventional Weapons (CCW) and several times¹¹ expressed concern at these meetings about the hazards that cluster munitions pose both during and after cluster munitions strike.

⁹ Statistics collated by the UNMAS implemented mine action programme in South Lebanon (<http://www.maccsl.org/reports>).

¹⁰ CCW/GGE/XII/WG.1/WP.11, Group of Governmental Experts of States Parties to the Convention on the Prohibitions or Restrictions on the Use of Certain Conventional Weapons Which May Be Deemed to be Excessively Injurious or to Have Indiscriminate Effects, Twelfth Session, 12 December 2005.

¹¹ See statement delivered by OCHA on behalf of the Inter-Agency Standing Committee to the CCW Meeting of States Parties in 2003, as well as the one delivered by UNMAS on behalf of 13 UN agencies in 2005.



Finally, UNDP has worked with other UN colleagues to develop a strong common position on cluster munitions. This position was communicated by former UN Secretary-General Kofi Annan in November 2006 at the Third Review Conference of the States Parties to the CCW Convention and has later been reiterated by current UN Secretary-General Ban Ki-Moon.

LESSONS LEARNED

The implementation of this four-tiered UNDP advocacy strategy on cluster munitions led to the launch of the international process to negotiate a treaty to eliminate cluster munitions that cause unacceptable harm to civilians. The first meeting was hosted by Norway in Oslo in February 2007. The second was hosted by Peru in May 2007, and several other meetings are planned throughout the remainder of 2007-2008. The initiative is expected to culminate in the adoption of a legally-binding instrument at the end of 2008. To date, about 60 countries have agreed to adhere to this timeline.

To be successful, the movement will need sustained support from governments and civil society. UNDP provided substantive and logistical support to the Peru meeting and will continue to mobilize support from the UNDP Country Offices. UNDP is also collaborating closely with international and national operators. This gives UNDP the ability to produce a variety of knowledge products to inform the treaty negotiations and to disseminate them through its network of Country Offices.

Completion Initiative

OVERVIEW

Landmines and explosive remnants of war (ERW) undermine human security and impede sustainable development in more than 80 countries. Approximately half of them are contaminated to the extent that it creates humanitarian problems and hinders development efforts. Article 5 of the Anti-Personnel Mine Ban Treaty (APMBT) gives all countries that adhere to the treaty 10 years from the date they join to "...destroy or ensure the destruction of all anti-personnel mines in mined areas under its jurisdiction or control..." Progress is significantly slower than it could be. Countries are having difficulty meeting their mine clearance obligations and carrying out other essential elements of mine action to ensure safety and security for affected communities.

BCPR's Completion Initiative seeks to accelerate mine action activities in countries where a concerted effort and an investment of up to approximately US \$10 million could solve the landmine problem within stipulated deadlines. Although the Completion Initiative focuses on the antipersonnel mine problem in an attempt to meet treaty obligations, it also strives to develop national clearance and survey capacities to undertake ERW work in general. It rests on solid partnerships between States Parties to the APMBT, donors, NGOs and UNDP.

With this initiative, UNDP seeks to accelerate mine action activities in countries where a concerted effort and a targeted financial investment can solve the landmine problem within the stipulated deadlines of the Anti-Personnel Mine Ban Treaty.

KEY ACHIEVEMENTS

In September 2006, with support from the UNDP Country Office and BCPR, Albania finalized its National Mine Action Plan to fulfill its Article 5 obligations.

The Completion Initiative plan and the Albanian initiative met with a very positive reception from donors at the November 2006 meeting of the Mine Action Support Group (MASG). The MASG is a donor forum chaired and convened by UN Member States that meets on quarterly basis to discuss thematic and operational matters of concern to donors.

Also in 2006, BCPR conducted a mission to Zambia, and, together with the Zambian Mine Action Center and the UNDP Country Office, developed a national completion plan to implement activities towards fulfillment of Zambia's Article 5 obligations.

2007 activities include helping more countries develop completion plans, based on requests for assistance from APMBT participating countries. Malawi and Mauritania have already expressed interest and more countries are likely to do so.

LESSONS LEARNED

- Completion plans should be developed based on a clear picture of the extent of the mine and ERW problem in a country. This may necessitate preliminary mine and ERW surveys.
- Strong partnerships between all mine action stakeholders (including States Parties to the APMBT, donors, NGOs and UNDP) can foster success in achieving the goals set by APMBT and maintaining donor support after the upcoming 2009 deadlines for destruction of all anti-personnel mines.
- Governmental commitment to achieving the goals set by the treaty is a prerequisite to the success of the Completion Initiative. This includes the country's financial and in-kind support of the mine action programme to ensure sustainability and local ownership.
- The Completion Initiative brings together all stakeholders in order to develop a unified national mine action strategy that guides work and ensures coordination among all actors.

left: UNDP/BCPR. right: UNDP/BCPR



COUNTRY EXAMPLE:



The 1999 conflict in Kosovo left Albania polluted by landmines and ERW. These landmines and ERW are a threat to the population (having caused 272 casualties since 1999), and a serious blockage to the development of the Kukes region in northeast Albania, one of the poorest regions in Europe. The area of concern spans 120 kilometers along the border with Montenegro and the Former Yugoslav Republic of Macedonia.

Albania joined the APMBT on 29 February 2000, and, therefore, has a deadline of 31 January 2010 to clear all known, mined areas. The government of Albania had already initiated a mine action programme in 1999, undertaking survey and clearance activities, and establishing formal structures to coordinate and manage mine action. Since then, drawing on donor support, a number of operators have undertaken mine action activities. The Albanian government has also contributed more than US\$1.8 million between 1999 and 2005 and in-kind contributions for helicopter support, explosive materials and victim assistance.

Since 2002, through the UNDP Country Office, BCPR has supported the Albanian Mine Action Committee and the Albanian Mine Action Executive with a full-time technical advisor. At the end of 2005, using data on completed demining achievements and future projections, the government revised its clearance priorities in light of national development priorities. This led the government to commit to developing a national strategy that fully embraces all aspects of mine action and demonstrating national commitment to the programme and the treaty.

The resulting National Mine Action Plan was developed by the government, with support from UNDP and in close consultation with all relevant stakeholders including NGOs, the ministries of defense and health, and donors such as the European Commission and the International Trust Fund for Demining and Mine Victims Assistance. It outlines the objectives and activities to be undertaken until the obligations under the APMBT are met and an autonomous and sustainable clearance capacity has been created to undertake further ERW work across Albania.

The experience shows that national mine action strategies that are developed and owned by the government and that outline strong objectives and show real national commitment provide stakeholders with guidance towards reaching a common goal and attract donor support. It has also shown that the Completion Initiative not only supports safety and development in countries affected by landmines and ERW, but also helps improve governance by enhancing the country's capacity to comply with international obligations.

UNDP/BCPR

Although economic recovery is not a new area of work for UNDP, there is need to consolidate experiences and develop new strategic orientations. As a first step, UNDP has commissioned a comprehensive report entitled 'Fostering Post-Conflict Economic Recovery' to be launched in early 2008.

Fostering Post-Conflict Economic Recovery

OVERVIEW

The Post-Conflict Economic Recovery (PCER) project was launched in autumn 2006 to address the marked knowledge gap on the economic dimensions of post-conflict peacebuilding. Although development economists are increasingly convinced that, quantitatively and qualitatively, the developmental requirements of post-conflict states are different from those of normal developing countries, scant data exist that can accurately capture the core trends and challenges in this field, or provide reliable, accessible analysis that is both theoretically informed and policy-relevant.

KEY ACHIEVEMENTS

In part to address these gaps, BCPR commissioned a study on fostering post-conflict economic recovery. The project has several objectives:

- To survey the outcomes of post-conflict economic recovery efforts globally and identify best policy practices;
- To develop a compendium of data that allows for comparisons over time and across cases;
- To contribute to building a more reliable knowledge base for promoting post-conflict economic recovery that can assist national policy-makers and support the peacebuilding work of the UN; and
- To spur policy action and advocacy aimed at bringing greater resources and attention to the critical role of economic factors to both recovery from war and the consolidation of peace.

Employing qualitative and quantitative methods, and drawing on a broad array of experts in the fields of development economics and conflict studies, this research involves a systematic assessment of statistical and other empirical data, commissioned studies of critical macro and micro-economic issues in post-conflict recovery, and an inventory of the types, scope and impact of recovery interventions undertaken by UNDP, the World Bank and other actors.

The project team periodically reports to its Advisory Panel, composed of prominent conflict and development scholars and policy-makers from the other UN headquarters and regional bodies, the African Development Bank and the World Bank. The Advisory Panel has worked closely with the project team to clarify the scope of the final report, prioritize topics for background papers, and create a list of countries to receive particular focus and profile in the final report.

In addition to three scheduled Advisory Panel meetings, the project team has held broad consultations with key development experts and practitioners – a process that will continue throughout the project.

The project findings and case studies will ultimately feed into the project's main output: a high-profile report on fostering post-conflict economic recovery to be launched in early 2008.

International Recovery Platform

OVERVIEW

The International Recovery Platform (IRP) was established at the World Conference on Disaster Reduction in Kobe, Japan, in January 2005. A thematic platform of the International Strategy for Disaster Reduction (ISDR) system, the IRP is a key pillar for the implementation of the Hyogo Framework for Action (HFA), a global plan for disaster risk reduction for the next decade adopted by 168 governments.

The IRP focuses on mainstreaming a culture of prevention, mainly by supporting and facilitating the adoption of appropriate recovery practices by disaster-affected populations and their governments with a particular focus on high risk/low capacity countries. Its work is manifested in: (1) a regular high-level event – the so-called Kobe Recovery Forum – bringing together senior policy-makers and recovery practitioners to share experiences and discuss the advancement of resilient recovery and achievement of the HFA; (2) close cooperation with regional organizations in promoting and building capacity for resilient recovery; and (3) development of tools and resources to fill identified gaps in recovery practices and capacities. An inter-active website (<http://www.recoveryplatform.org>) facilitates the exchange of knowledge and experiences.

UNDP is currently Chair of the IRP Steering Committee, and leads and supports the IRP Secretariat. UNDP also contributes to the consolidated IRP work plan, *inter alia* through developing tools and resources for more effective recovery operations, such as the Post Disaster Needs Assessment (PDNA).

KEY ACHIEVEMENTS

The January 2007 International Forum on Tsunami and Earthquake Recovery brought together 300 participants from 34 countries and 20 international organizations for a frank debate on recovery practices, tools and resources. It was the fourth in a series of international meetings in Kobe to facilitate the sharing of experience



UNDP Lebanon

The International Recovery Platform addresses current gaps and constraints in disaster recovery, and functions as an international source of knowledge on good recovery practice. Its strategy is to prevent the recurrence of human suffering and loss of hard-won development gains in the wake of natural disasters by advocating for equitable recovery and the elimination of the physical and socio-economic factors that magnify risk and disaster damage.

and further the disaster recovery practice amongst senior policy-makers and recovery practitioners representing government agencies, international organizations, academia and civil society.

A PDNA for recovery methodology and related toolkit currently under development are intended to guide a coordinated process to determine recovery needs and turn them into actionable recommendations for sustainable recovery. An initial version will be ready in the second half of 2007.

In June 2007, the IRP published 'Learning from Disaster Recovery – Guidance for Decision Makers'. The report draws on more than 40 disaster recovery case studies to discuss challenges and opportunities in introducing risk reduction in disaster recovery. It also covers models for organizing disaster recovery.

EXAMPLE:

UNDP is implementing an earthquake risk reduction and recovery preparedness programme in the South Asia region in collaboration with the South Asian Association for Regional Cooperation and the Asian Disaster Reduction Center, with the support of the Government of Japan. It is designed to strengthen the institutional and community level capacities to plan and implement earthquake risk reduction strategies and disaster recovery preparedness in five South Asian countries exposed to earthquake hazards: Bangladesh, Bhutan, India, Nepal and Pakistan. It also supports regional cooperation through knowledge sharing and development of best practices.



Asian Disaster Risk Reduction Center

The programme includes five key outputs: (1) conducting an earthquake risk, vulnerability and capacity assessment in the project areas to identify earthquake risks and vulnerability; (2) enhancing the capacity of government institutions and communities in high risk areas to adapt and implement earthquake preparedness planning and safe construction practice using appropriate earthquake resistant construction guidelines; (3) strengthening governmental capacity in disaster recovery preparedness that supports enhanced post-disaster recovery operations; (4) developing governmental capacities to implement national disaster management frameworks by supporting locally appropriate solutions for earthquake risk reduction proposed by targeted countries; and (5) enhancing the knowledge base of stakeholders by exchanging and documenting best practices for policy feedback and advocacy.

SURGE

OVERVIEW

In February 2006, the UNDP Global Management Team recommended that UNDP strengthen its surge capacity and develop a 'quick reaction' culture within the organization. This was considered especially important for crisis countries in which timely UNDP interventions can significantly impact the livelihoods of distressed populations and the return to normalcy. In response, BCPR started the SURGE initiative. A May 2006 workshop with managers and practitioners from across UNDP identified unresolved operational and managerial challenges, and defined key objectives and deliverables to ensure that the initiative provides an organized, coordinated and effective UNDP response in emergency settings.

Implementation began in September 2006 with the objective of **enhancing UNDP's capacity to respond quickly and effectively to the recovery demands immediately following a crisis, whether caused by conflict or natural disaster**. Doing so requires adequately prepared UNDP staff and management. UNDP must also be able to: (1) quickly conduct the necessary assessments and begin programme formulation and resource mobilization; (2) effectively and swiftly deliver recovery assistance; and (3) consistently control its interventions, institutionally learn from them, and report to donors and other stakeholders in a timely and transparent manner.

To achieve these results, the SURGE project is producing three sets of interrelated outputs:

- **Human resources SURGE capacity:** Establishing a team of 100 trained and certified UNDP managers and practitioners to support UNDP Country Offices in emergency



UNIMIL

With the SURGE initiative, UNDP seeks to further enhance its capacity to respond quickly and effectively to country demands in the immediate aftermath of a conflict or natural disaster.

situations; providing incentive packages for staff working in crisis countries; and establishing rosters of experts who can supplement the UNDP response.

- **SURGE Standard Operating Procedures:** Reviewing UNDP experiences and lessons learned to inform the development of improved organizational policies, systems and guidelines governing UNDP's immediate crisis response.
- **SURGE Toolkit:** Compiling best practices, enabling rules and regulations, specific guidance and tools that support the planning, decision-making and implementation phases of UNDP's early recovery response.

KEY ACHIEVEMENTS

Human Resource SURGE Mechanism. There are over 80 SURGE Advisors on the SURGE Roster and the process of selecting 50 more Advisors will begin shortly. An electronic platform has also been established to maintain the Roster. The first SURGE Advisors Workshop, held in May 2007, received very positive feedback and planning is underway for another workshop in September 2007. In March and April 2007, the project responded to requests from UNDP Country offices in Liberia, Mozambique, the Solomon Islands and Somalia, and a 'lessons learned' report has already been developed from those experiences. The initiative also has an agreement with the United Nations Volunteers (UNV) that helps the project draw on UNV's available roster to fill certain SURGE Advisor profiles and support UNDP Country Offices with SURGE requests.

SURGE Standard Operating Procedures. SURGE Standard Operating Procedures (SOPs) have been developed, endorsed, discussed and disseminated to key managers and practitioners through a number of channels. This effort will continue in the coming months.

SURGE Toolkit. The SURGE Project Team has been working simultaneously on developing the SURGE Toolkit content and its web-based infrastructure so that UNDP staff can have access to SURGE-related information as soon as it becomes available. The Toolkit's content aligns with the SURGE SOPs and follows UNDP's immediate crisis response phases.



UNDP Lebanon

LESSONS LEARNED

Getting SURGE Advisors released from their normal duties for quick SURGE deployment has proved challenging – despite having signed release agreements from the supervising Resident Representatives. The upcoming addition of an extra 50 Advisors to the roster should help address this issue. The SURGE Project Team is also pursuing other ways to encourage the offices from which the Advisors are drawn to quickly release the Advisors when needed for SURGE deployment, for example by providing 'releasing offices' with back-filling support.

The SURGE Project Team is working to obtain the 'buy-in' from UNDP middle management staff through training and awareness sessions and by creating a broader communications and information strategy to be implemented during the upcoming roll-out phase of the SURGE project.

Rules and regulations, particularly those concerning procurement and recruitment, must be adapted to better meet the SURGE project's critical need for immediate response. The Project Team is working with the UNDP Bureau of Management on this crucial component for ensuring quick and effective response support to crises.

3

UN and Inter-Governmental Initiatives



Inter-Agency Standing Committee (IASC) Cluster Working Group on Early Recovery

OVERVIEW

Recent reform initiatives have highlighted the need to improve the predictability, timeliness and effectiveness of humanitarian response. The focus is on strengthened leadership and accountability in nine key 'clusters', one of them being early recovery. The cluster approach is a renewed effort to fill gaps in humanitarian response. It is applied to all new major emergencies from January 2006 on and to a limited number of existing crises. Early recovery has been identified as a key cluster because of the urgent need to develop coordinated, recovery-related interventions that support smoother transition between emergency relief and development assistance, including efficient resource use and integration of risk reduction measures into response efforts from the outset.

Early recovery is recovery that begins early in a humanitarian setting. It is a multidimensional process guided by development principles that seeks to build upon humanitarian programmes and catalyze sustainable development opportunities, by generating self-sustaining, nationally-owned, resilient processes for post-crisis recovery. Early recovery strives to: (1) augment ongoing emergency assistance; (2) support spontaneous recovery efforts and prevent the reconstruction of risk; and (3) establish the foundation for longer-term recovery and development. It encompasses livelihoods, shelter, governance, environment and social dimensions including the reintegration of displaced populations. It stabilizes human security, and, where the opportunity exists, begins to address underlying risks that contributed to the crisis.

Early recovery is recovery that begins early in a humanitarian setting.

It is a multidimensional process guided by development principles that seeks to build upon humanitarian programmes and to catalyze sustainable development opportunities.

In 2005, the IASC Cluster Working Group on Early Recovery (CWGER) was formed at the global level and UNDP designated as the cluster lead. The CWGER has 19 UN and non-UN members from the humanitarian and development communities. Efforts to increase participation by NGOs and international financial institutions are on-going.

The CWGER helps the Humanitarian/Resident Coordinators and IASC country team strategically plan for early recovery by providing conceptual and practical guidance, supporting country-level implementation, and strengthening coordination and partnerships.

Through the 'Appeal for Improving Humanitarian Response Capacity: Cluster 2006', the CWGER mobilized 77 percent of funds requested to build global-level capacity for that year. Cluster members have also mobilized or reallocated their own resources to support their early recovery work. For 2007, the cluster is participating in the 'Appeal for Building Global Humanitarian Response Capacity'. It was agreed with donor representatives that from 2008 onwards costs will be mainstreamed into the agencies' regular budgets – a step that is expected to be challenging for most members.

KEY ACHIEVEMENTS

Changes in the working culture are already apparent. Traditional humanitarian agencies are increasingly agreeing to include early recovery in their work. Strategic partnerships between cluster members have developed around areas such as livelihoods or local level recovery.

The initial lack of clarity concerning the concept of early recovery has been addressed through guidance materials and advocacy efforts within the UN and with IASC country teams.

It is recognized that early recovery must be integrated into the work of all clusters. In November 2006 this led the IASC Working Group to endorse a "network model" to organize early recovery work at the country level. The aim is to influence, mainstream and establish early recovery as a cross-cutting approach to be adopted by all clusters. Rather than creating a separate early recovery cluster at the country level, the network uses people in each of the other clusters to be the focal points for early recovery efforts within their cluster's thematic work. The network's flexibility makes it easier to link with existing coordination mechanisms, identify and tackle needs areas that sometimes remain unaddressed in the working group system such as governance, livelihood and reintegration.

UNDP is responsible for deploying Early Recovery Coordinators, who help the Humanitarian/Resident Coordinator set up the early recovery network, and facilitate the development of a framework for early recovery efforts in that country. Coordinators have been deployed to Indonesia, Lebanon, Liberia, Mozambique, Pakistan, the Philippines, Somalia and Uganda.

Initially, Early Recovery Coordinators were identified on an ad-hoc basis. In 2007, a systematic inter-agency surge capacity is being developed, which includes expert teams for needs assessment, strategic planning and programme development.

2007 will also see the finalization of an early recovery guidance note, tools and related training. At field level, the Post-Disaster Needs Assessment will provide a framework to ensure consistency in needs assessment and planning for recovery. This will be complemented with rapid needs assessment and sectoral tools, and a framework for integrated local level programming.

LESSONS LEARNED

Feedback suggests that cluster lead agencies are not always perceived as honest brokers in that they can significantly influence funding decisions for the entire cluster while also needing funds for their own pro-

grammes. To counteract this potential conflict of interest, UNDP has implemented a firewall by creating a new team primarily to support the agency's role as cluster lead, while BCPR's Operations and Programme Support Cluster supports the early recovery operational and programming aspects of UNDP's work in this area.

While better integration of early recovery needs into humanitarian funding mechanisms is underway, other funding options must also be explored.

Lastly, experience has shown that for early recovery efforts to succeed on the ground, they must be effectively mainstreamed throughout humanitarian efforts.

COUNTRY EXAMPLE:



In early February 2007, the National Disaster Management Institute of Mozambique (INGC) called for the evacuation of communities along the Zambezi River Basin due to flooding caused by heavy rains. Extensive preparedness and response planning throughout the previous year allowed national authorities to mitigate the potential damage. However, on 22 February, cyclone Favio hit the country, affecting around 150,000 people, damaging essential infrastructure and destroying thousands of hectares of crops. Due to the combined damage of the two disasters, the UNDP Country Team activated the cluster approach as a framework to complement the government's emergency coordination efforts.

On behalf of the cluster, UNDP immediately deployed a staff member to assist the UN Resident Coordinator in setting up the early recovery network. Another UNDP staffer helped the UNDP Country Office develop its early recovery response. By deploying two separate experts, UNDP respected the distinction between its roles as a programming agency and as a cluster lead for early recovery, thus addressing possible concerns about a single entity impartially serving as both cluster lead and implementing agency.

The priorities for early recovery efforts were jointly agreed upon after discussions with a wide range of actors. This ensured that early recovery was understood and mainstreamed, that international and national coordination mechanisms interlinked, and that the IASC country team's plan, which focuses mainly on relief and early recovery, was seamlessly linked to the government's reconstruction plan. This provided a framework for the relocation and resettlement of populations currently sheltered in accommodation centers – including the provision of land, tools and construction materials, as well as special assistance to the most vulnerable populations.

To ensure maximum government leadership of the response, UNDP also supported the prompt repair of INGC regional offices and procured equipment for their information management system. This effort sparked new South-South cooperation: Madagascar, hit by the same cyclone and lacking a functioning information management system for disaster response, is working with Mozambique to build a similar capacity.

Unfortunately, funding for the response plans has been low. Therefore, agencies and the government have had to mobilize their own resources or reprogramme funds.

The launch of the IDDRS and the accompanying Operational Guide and Senior Managers Briefing Note in December 2006 represents a significant achievement in UN inter-agency cooperation and illustrates how the UN can deliver 'as one'.

Integrated Disarmament Demobilization and Reintegration Standards

OVERVIEW

Since 1989, the UN has carried out and supported disarmament, demobilization and reintegration (DDR) programmes in more than 20 countries around the world, both within and outside of the context of peacekeeping operations. Although considerable experience has been acquired over these years, the UN has lacked a common strategic framework to carry out and support DDR programmes. As a result, DDR has often been conducted in a fractured way and compromised by poor planning and inadequate coordination amongst UN peacekeeping missions and agencies.

In 2005, to improve the UN's DDR performance, 14 UN agencies, programmes and funds, and the International Organization for Migration formed the Inter-Agency Working Group on DDR (IAWG). Co-chaired by the UN Department of Peacekeeping Operations (DPKO) and UNDP, the IAWG embarked on a consultative process to develop the UN Integrated Disarmament, Demobilization and Reintegration Standards (IDDRS) to assist those engaged in preparing, implementing and supporting DDR programmes.

Launched by the UN Deputy-Secretary-General in December 2006, the IDDRS are a comprehensive, detailed set of policies, guidelines and procedures for undertaking DDR programmes. They cover 24 programme areas within DDR, ranging from planning and design to mainstreaming HIV/AIDS, gender and youth. The IDDRS are based on over 18 years of experience and lessons learned at the country level, and have been the subject of broad consultation.



UNDP Sudan

The IDDRS have three main objectives:

- To give DDR practitioners the opportunity to make informed decisions based on a clear, in-depth body of guidance covering the range of DDR activities;
- To serve as a common foundation for the start of integrated operational planning in headquarters and at the country level; and
- To function as a resource for training DDR specialists.

To help users find their way through the IDDRS, the IAWG also produced an Operational Guide and a Briefing Note for Senior Managers during 2006. The Guide succinctly explains the key guidance in each IDDRS module and, through a series of icons, allows the reader to quickly access more detailed information on aspects of DDR and identify existing tools to help specific processes or assist when certain issues require particular caution. The Briefing Note is intended for senior managers who play a role in peace negotiations as well as in the assessment, planning, implementation, monitoring and evaluation of peace operations and recovery programmes that have a DDR component. The Briefing Note extracts strategic and policy guidance from the IDDRS to support decision-making, and includes key questions to be considered by senior managers. All three documents are available at the UN DDR Resource Centre (www.unddr.org).



UNMIN

During the course of the last two years, UNDP has played a lead role in developing the IDDRS and associated documents. UNDP has led the development of more than half of the modules contained in the IDDRS and has been instrumental in ensuring that it contains guidance on linking DDR with broader recovery and long-term development efforts. UNDP has also allocated significant financial and human resources to the production, printing and launch of the IDDRS, and to ensuring that the IDDRS are disseminated to a wide-range of stakeholders.

KEY ACHIEVEMENTS

The launch of the IDDRS and the accompanying Operational Guide and Senior Managers Briefing Note represents a significant achievement in inter-agency cooperation and illustrates how the UN can deliver 'as one'. In addition, the IAWG-established DDR Resource Centre serves as a one-stop shop for all DDR-related information (including country profiles, a document database, training tools, an information directory, an event calendar, a photo library and video clips).

During 2006, the integrated approach to DDR, as elaborated in the IDDRS, was (and continues to be) piloted in the peacekeeping missions in Haiti and Sudan. IDDRS guidance has also informed the development and implementation of DDR programmes supported by UNDP in 2006 in Afghanistan, the Central African Republic, the Republic of Congo, Aceh (Indonesia), Somalia and Uganda.

As a result of IAWG work, UN Member States have committed to funding disarmament and demobilization programmes (including reinsertion support costs for up to a year) from the UN's peacekeeping budget. The IAWG also prepared the UN Secretary-General's 2006 DDR report to the General Assembly.

In 2007, as IAWG Co-Chair, UNDP continues to play a lead role in rolling out the IDDRS guidance to DDR practitioners in both peacekeeping operations and non-peacekeeping contexts. The focus is on implementing the new, integrated standards and developing integrated approaches at the country level. The IAWG, working with the existing training institutes on DDR, is establishing an integrated DDR training and capacity development programme guided by the IDDRS, and developing a roster of DDR experts.

Co-operation between the 15 IAWG members and their partners is being further strengthened and consolidated during 2007 at headquarters and country level through the establishment of a dedicated secretariat, the staff of which will be funded by BCPR.

LESSONS LEARNED

The UN's support for DDR activities has increased dramatically over the past few years. The main lesson learned from these experiences is that DDR interventions must be designed in a more holistic and integrated way, and with stronger linkages to broader security sector reform and wider recovery efforts. The existence of the IDDRS should help ensure that the UN maximizes its effectiveness on DDR, thereby strengthening its ability to assist countries in making the difficult transition from war to peace.

COUNTRY EXAMPLE:

In Sudan, the UN is piloting the integrated approach to DDR through the establishment of an integrated DDR Unit. Under the IDDRS, the aim of establishing an integrated unit is to facilitate joint planning and coordination in order to ensure effective and efficient implementation. Building on UNDP's early work to support the development of an integrated DDR programme in Sudan, it is significant that the UN DDR Unit (staffed by the UN Mission in Sudan, UNDP and UNICEF) has supported the development of a single, national DDR programme that has the backing of the Government of Sudan, the Government of South Sudan and the UN as a whole. This programme recognizes the importance of establishing a strong link between DDR and security sector reform. It also addresses the potentially destabilizing situation of armed ex-combatants and civilians de-railing the peace process by incorporating a civilian-focused community security approach. Based on policy guidance compiled in the IDDRS, the UN DDR Unit has also sought to strengthen the capacity of the DDR Commissions in the North and South to plan and coordinate DDR for special needs groups, and to prepare the ground for the first phase of DDR (estimated to involve some 60,000 ex-combatants in the North and 35,000 ex-combatants in the South).



Reform of the International Strategy for Disaster Reduction

OVERVIEW

The International Strategy for Disaster Reduction (ISDR) was created in February 2000 to promote coordination, policy formulation, advocacy and information sharing among countries and organizations involved in disaster reduction. A key output of the ISDR has been the Hyogo Framework for Action (HFA). The HFA lays out broad goals and areas of work for improving disaster risk management. In January 2005, the framework was accepted by 168 countries at the World Conference on Disaster Reduction (WCDR) in Kobe, Japan.

Following the WCDR, the ISDR underwent a series of reviews. These culminated with a proposal for strengthening the ISDR outlined in the UN Secretary-General's reports on ISDR Implementation A/60/180 (August 2005) and A/61/229 (August 2006).

In line with these proposals, a management oversight body for the ISDR was created, vice-chaired by the Director of BCPR on behalf of the UN Development Group (UNDG). The Chief of the BCPR Disaster Reduction Unit chaired a reference group (in which BCPR also participated as a member) tasked with making recommendations on implementing a series of reforms.

KEY ACHIEVEMENTS

By the end of 2006, this process produced a set of recommendations formulated by the reference group and cleared by the management oversight body. Key elements of the ISDR reform include:

- **New global governance arrangements** consisting of a Global Platform in which international and regional organizations, Member States and other partners are represented, a Programme Advisory Committee (PAC) to oversee ISDR system work-planning, and a Management Oversight Board chaired by the UN Under-Secretary-General for



The International Strategy for Disaster Reduction is a key mechanism for coordinated disaster reduction work around the world. A recent reform effort of the system should provide further enhanced coherence and targeted support for country disaster reduction priorities.

Humanitarian Affairs with the UNDG as the Vice-Chair. These structures are supported by a secretariat for coordination, advocacy and information sharing.

- **An ISDR system global biennial work plan**, which includes a commitment that international agencies will work jointly to realize the HFA at the global level in a way that meets the priorities and targets agreed to by the Global Platform and endorsed by the PAC.
- **ISDR thematic platforms** to respond to needs identified by the Global Platform, where UN agencies identify global best practices and link them with regional and national capacity building efforts. The International Recovery Platform (IRP), Global Risk Identification Programme (GRIP) and Capacity for Disaster Reduction Initiative (CADRI) are current examples of UNDP-led ISDR thematic platforms.
- **Regional platforms and plans of action** based wherever possible on existing regional and sub-regional organizations with mandates for disaster reduction and serviced by regional hubs of the UN or other international organizations (e.g. Bangkok and Panama). Given the varying institutional contexts, rhythms and levels of advancement in each region, each ISDR regional plan will follow different timelines.
- **National-level governance** of the ISDR system rests with governments that formally designate an ISDR focal point (usually a ministry) and have sovereign responsibility for developing institutions, legislation, and/or risk reduction plans.

The reformed system was formally launched in Geneva on 5-7 June 2007. Successful implementation of this reform, which will strengthen the ISDR through a biennial work plan and supporting programmes and platforms, will provide more coherent and targeted support for disaster reduction priorities identified by high-risk countries.

Stop Rape Now: UN Action Against Sexual Violence in Conflict

OVERVIEW

'Stop Rape Now: UN Action Against Sexual Violence in Conflict' (UN Action) is an initiative involving twelve UN entities with the goal of ending sexual violence in crisis and post-crisis situations. The twelve entities include the UN Department of Peacekeeping Operations, the UN Department of Political Affairs, the Office for the Coordination of Humanitarian Affairs, the Office of the United Nations High Commissioner for Human Rights, the UN High Commissioner for Refugees, UNDP, the UN Population Fund, the UN Children's Fund, the UN Development Fund for Women, the World Food Programme, the World Health Organization, and the Joint United Nations Programme on HIV/AIDS. The Director of BCPR has been appointed the UN Action Chair for 2006-2007.

The joint initiative is committed to aligning the work of the UN more effectively behind national efforts to address sexual violence and deepen partnerships with the many NGOs and civil society actors already engaged in this work.

UN Action works to strengthen the existing commitments and mechanisms within the UN to address gender-based sexual violence in crisis situations by:

- Addressing the 21 points outlined in the Brussels Call to Action of the Symposium on Sexual Violence in Conflict and Beyond (June 2006);
- Working within the Gender Sub-Working Group and the Gender-Based Violence (GBV) Working Group of the Inter-Agency Standing Committee (IASC) and reinforcing the implementation of the IASC Guidelines for GBV Interventions in Humanitarian Settings;
- Strengthening the work on gender-based violence undertaken by the IASC Protection Cluster; and
- Supporting efforts by UN entities to end sexual exploitation and abuse by UN staff.

UN Action has organized its work around three pillars: advocacy, support for UN system action at the country level, and knowledge building.

PLANNED ACHIEVEMENTS

Advocacy. The goals are to: raise awareness to promote change; ensure that key political, security, governance, development and humanitarian actors working at the national and headquarters levels recognize sexual violence as a violation of human rights, development and a threat to peace and security; and increase funds (through Consolidated Annual Appeals, the Central Revolving Emergency Fund and other post-conflict funding mechanisms such as multi-donor trust funds) for prevention and response to sexual violence in conflict. The advocacy effort will also raise awareness of the role of international tribunals in preventing impunity by disseminating judgments and rulings on sexual violence. UN Action has partnered with Draftfcb (a leading international advertising agency) to develop advocacy materials including brochures, postcards and a manifesto (a short audio/video piece) to support a mass media campaign.



Draftfcb

Support to UN system action at the country level. UN Action has conducted a global mapping of UN entities' efforts to address gender-based sexual violence during and after violent conflicts. The preliminary mapping indicates significant gaps in the UN system's response to this issue, especially in tracking dedicated funds and staff time for gender and sexual-based violence work. UN Action's objectives at the country level include developing strategies and practical tools to integrate responses to sexual violence into appropriate inter-agency mechanisms and guidance, supporting the rollout of the IASC Gender Handbook in Humanitarian Action, and supporting UN Country Teams' efforts to enhance national capacities.

Knowledge building. UN Action aspires to serve as a 'knowledge hub' on prevention and response strategies to sexual violence in conflict and post-conflict situations. UN Action will collect data on the extent of sexual violence, and commission research and baseline studies, as required. The objective of UN Action's knowledge building strategy is to generate and disseminate evidence and best practices among humanitarian, human rights, security and development actors to better inform policy and programming on the ground.

In April 2007, UN Action ran a joint, two-week mission to Sudan to review the UN's on-the-ground prevention and response strategies. The mission report includes concrete recommendations on strengthening coordination on GBV in Sudan. The final version of the mission report will be available through UN Action Focal Points in each of the participating entities. More visits of this kind are envisaged in the remainder of 2007 based on country demands.

UN Action is a unique twelve-agency initiative to strengthen existing UN commitments and mechanisms to address gender-based sexual violence in crisis situations.

UNDP is actively engaged in a number of inter-agency and inter-governmental processes on Security Sector Reform (SSR), including the development of a UN-wide policy on SSR and the OECD DAC Conflict, Peace and Development Cooperation Network and Fragile States Group. Two important outcomes of this engagement are the formulation of UN Secretary-General's report on SSR and the finalization and implementation of the OECD DAC Guidelines on Security System Reform and Governance.

Security Sector Reform

OVERVIEW

UN-Wide policy on Security Sector Reform (SSR). The UN peacebuilding capacity inventory carried out in 2005 identified SSR as an area requiring further capacity development within the UN. SSR was also highlighted through the creation of the Peacebuilding Commission (PBC) in December 2005¹² and the proactive role of Slovakia as a non-permanent Member State of the UN Security Council.

Subsequently, in February 2007, the Secretary-General's Policy Committee created an inter-agency Task Force on SSR, co-chaired by UNDP and DPKO, to emphasize the need to address the issue not only in post-conflict environments but also in mainstream development and conflict prevention programmes.

At the same time, Slovakia identified SSR as the priority issue for its Presidency of the Security Council in February 2007. UNDP actively engaged in the lead-up to the Slovak Presidency, participating in the July 2006 launch of the Slovak initiative and subsequent seminars on SSR in preparation for the Slovak Security Council Presidency.

In a move reflecting the understanding that SSR is not limited to post-conflict contexts and should be addressed in other fora in addition to the Security Council, the UN General Assembly, acting on a suggestion advanced by Slovakia as Security Council President, requested that the Secretary-General issue a report that sets out a UN-wide policy on SSR. The inter-agency Task Force on SSR will produce this report by the end of 2007.

OECD DAC Guidelines on SSR and Governance. In 2005, the Development Aid Committee (DAC) of the OECD adopted the 'DAC Guidelines on Security System Reform and Governance'. These Guidelines have since informed the work of donor countries and UNDP when developing activities in the field of SSR.

To operationalize these Guidelines and close the gap between policy and practice, the 'OECD DAC Handbook on Security System Reform' was produced in 2006. It contains tools to facilitate dialogues on national security and justice issues and to support national SSR processes throughout the assessment, design and implementation phases. The Handbook also provides guidance on the monitoring, review and evaluation of SSR programmes, and highlights ways to ensure greater coherence among the various stakeholders engaged in SSR.

The work to develop an implementation framework for the Guidelines took place in the Security Sector Task Team of the Conflict, Peace and Development Cooperation (CDPC) Network of the OECD DAC, of which UNDP is a member. Together with the OECD DAC Secretariat and donor partners (including Canada, the Netherlands, and the United Kingdom), UNDP played an active role in the two-year consultative process that led to the publication of the Handbook. During this time, UNDP and other partners brought together experts and practitioners from the field to ensure that the Handbook is grounded on the experience of countries that have undertaken SSR.

¹²Security Council Resolution 1645 (2005).

KEY ACHIEVEMENTS

The forthcoming Secretary-General's report on SSR will be the first time UN policy on this issue has been codified.

The OECD DAC Ministerial level meeting of April 2007 endorsed the 'Handbook on Security System Reform'. Next steps focus on supporting the dissemination and use of the Handbook at field level by:

- Developing SSR training for a wide range of government officials; and encouraging joint action on SSR at the field level using the Handbook;
- Encouraging joint action on SSR at the field level using the Handbook. Possible countries to start this work include Burundi, the Central African Republic and the Democratic Republic of the Congo; and
- Integrating monitoring and evaluation more effectively into donor-supported SSR programmes.

During 2006, UNDP organized several meetings in New York to introduce the Guidelines and Handbook to UN partners, and to ensure that these documents feed into the development of the UN-wide policy on SSR.

LESSONS LEARNED

UN inter-agency and inter-governmental processes are often lengthy and politically sensitive. Comprehensive consultations with experts, policy-makers, practitioners, donors and other interested parties take time. However, this approach ensures that the end product is useful to stakeholders, and is based on a common understanding of policy and practice by relevant actors, ultimately ensuring better coordination and coherence on the ground.



above: SEESAC,
left: Eric
Kanalstein, UN

The creation of sustainable employment in post-conflict situations is crucial for sustainable development. UN agencies are jointly articulating system-wide policy guidance on employment creation, income generation and reintegration in post-conflict settings to support the UN's engagement in this area.

UN System-wide Policy on Employment Generation

OVERVIEW

The critical contribution of sustainable employment to peacebuilding is now widely acknowledged. In addition to being a prerequisite for sustainable reintegration of conflict-affected groups, employment serves economic, social, political, cultural and psychological functions. However, expertise and implementation responsibilities for this issue are still scattered throughout the UN system.

In September 2006, the Secretary-General's Policy Committee called on the UN system to improve inter-agency collaboration in peacebuilding efforts. UNDP and the International Labour Organization were asked to lead inter-agency consultations on the economic and social elements of peacebuilding, focusing on how to improve the UN's performance in post-conflict employment and reintegration. In November 2006, the Policy Committee called for a UN system-wide policy on post-conflict employment and reintegration, and endorsed concrete operational steps to improve coordination at headquarters in support of UN Country Teams.

KEY ACHIEVEMENTS

Through this process, participating agencies¹³ have agreed to create a UN system-wide policy on employment creation, income generation and reintegration in post-conflict settings. Its cornerstones have been agreed upon and are being used to produce policies in 2007. An operational guidance note focusing on country-level implementation is also being developed. The policy is based on the understanding that the UN should always strive to cover the following three types of employment creation programming in post-conflict recovery:

- **Programmes to consolidate security and stability.** These generally emphasize short-term responses (e.g. direct employment programmes) that provide quick peace dividends to high-risk women and men.
- **Programmes to promote opportunities for employment at the local level** that address root causes of conflict and facilitate longer-term reconciliation by investing in the local socio-economic infrastructure, restoring the natural resource base and building local government capacity.
- **Programmes to support macro-economic policy, national-level institutional capacity building, and social dialogue.** These activities start immediately after the crisis but intensify as stability and development increase. The ultimate goal is to promote sustainable, productive, 'decent work'¹⁴ protected by fundamental human rights and sensitive to gender and ethnic concerns.

¹³Participating entities include the Asian Development Bank, the International Labour Organization, the International Monetary Fund, the Office of the United Nations High Commissioner for Human Rights, the Office of Special Representative of the Secretary-General for Children in Armed Conflict, the United Nations Capital Development Fund, the United Nations Department of Economic and Social Affairs, UNDP, the United Nations Department of Political Affairs, the United Nations Department of Peacekeeping Operations, the United Nations Economic and Social Commission for Western Africa, the UN Food and Agriculture Organization, the United Nations High Commissioner for Refugees, the United Nations Children's Fund (UNICEF), the United Nations Development Fund for Women (UNIFEM), the United Nations Peacebuilding Support Office, and the World Bank.

The UN also agreed on guiding principles including sustainability, conflict sensitivity, approaching this work in a coherent and comprehensive fashion, and avoiding harmful spill-over effects on individuals, communities, society and the economy including the labour market. For aid inflow to be a welcome peace dividend, programmes should be designed to minimize disruptions to the recovery of private and public service labour markets. Aid agencies and foreign investors should also work together to avoid further distortions of already battered economies.

LESSONS LEARNED

Employment creation is essential for economic recovery and the reintegration of ex-combatants. Without it, high youth unemployment and low wages can set the stage for renewed violence or crime. But with export and fiscal revenues interrupted, poor nations need external assistance with peacekeeping and aid for relief and recovery.

Direct job creation and promotion of private sector employment should be a high priority in all stages of post-conflict intervention and planning. Such programming can convert ex-combatants from potential threats to peace into agents for recovery. Surveys indicate ex-combatants most frequently want jobs and access to land.

To be successful, private and public employment cannot just provide jobs; the jobs should be good enough to draw young workers from illegal activities that often thrive during conflict and its aftermath. The right UN and donor-supported employment programmes can speed and broaden that shift.

Employment programmes and policies should mitigate rather than aggravate sources of conflict and avoid appearing to favor one group or region. While employment programmes should initially target high-risk groups including ex-combatants, returning refugees, and internally displaced persons, they should be broadened as quickly as possible.



UNDP/DRC

¹⁴'Decent work' covers productive employment for women and men in conditions of freedom, equity, security, human dignity and decency. It ensures observance and recognition of basic rights at work that guarantee the absence of discrimination or harassment at work, an income that enables satisfaction of basic economic, social and family needs and responsibilities, an adequate level of social protection, and the exercise of 'voice' and participation at work, directly or indirectly through self-chosen representative organizations.

4

Financial Summary

2006 Expenditures Against BCPR Managed Resources

REGULAR RESOURCES: TRAC 1.1.3

Trac 1.1.3 categories	Expenditure 2006	% of total expenditure
Prevention	3,040,342	11.8%
Response	3,049,515	11.8%
Recovery*	16,438,131	63.9%
Policy & Programme	3,210,090	12.5%
Grand Total	25,738,079	100.0%

* Recovery includes post-conflict as well as post-disaster situations

OTHER RESOURCES: THEMATIC TRUST FUND FOR CRISIS PREVENTION AND RECOVERY (CPR TTF)

CPR TTF thematic categories	Expenditure 2006	% of total expenditure
Conflict Prevention and Peacebuilding	28,933,700	19.4%
Recovery	22,873,276	15.3%
Security Sector Reform and Transitional Justice (JSSR)	2,196,784	1.5%
Small Arms Reduction, Disarmament, and Demobilization of ex-combatants	45,788,495	30.7%
Mine Action	21,494,351	14.4%
Natural Disaster Reduction	20,800,890	13.9%
Practice Development & Knowledge Management	7,116,642	4.8%
Grand Total	149,204,138	100.0%

Conclusion

UNDP addresses critical development dimensions of natural disasters and violent conflicts.

As noted in the introduction of this report, BCPR, in response to country requests for assistance, strives to advance this important work by consolidating UNDP's crisis knowledge and experience, providing a bridge between humanitarian response and the development work of UNDP, and advocating for crisis sensitivity in the context of development policy. A repository for tools, methods and experience, BCPR provides guidance on crisis issues to UN headquarters and UNDP Regional Bureaux. Most importantly, BCPR provides technical expertise and funding to UNDP Country Offices that undertake programmes in conjunction with national government partners.

This first Annual Outlook documents substantial achievements in 2006 and the first part of 2007. In anticipation of the UNDP Strategic Plan 2008-2011, BCPR clarified its management priorities for the next five years, provided high-quality technical expertise and catalytic funding to 60 countries, and significantly contributed to a number of international policy developments on crisis prevention and recovery.

In response to country demand, important achievements in 2006 included:

At the policy level:

- Endorsement of the UNDP's Eight-Point Agenda for Women's Empowerment and Gender Equality in Crisis Prevention and Recovery;
- Formulation of the Declaration on Armed Violence and Development and its endorsement by 50 UN Member States as of June 2007;
- Increased awareness of the harmful impact of cluster munitions on civilians, leading to the launch of an international process to create a legally binding agreement to ban such munitions by end of 2008; and
- Active participation in the consultations on the reform of the International Strategy for Disaster Reduction and in the subsequent launch of the enhanced system in 2007.

In support of country efforts:

- Establishment of an early recovery network, within the framework of the IASC, to facilitate the development of a framework for country-based, nationally-owned early recovery efforts;
- Launch of the SURGE project to further strengthen UNDP's capacity to respond to country demands in the immediate aftermath of a crisis;
- Extensive guidance and funding for the development and dissemination of the UN integrated disarmament, demobilization and reintegration standards directed at practitioners and UN staff; and
- Mapping of UNDP's programming experience with youth in conflict prevention and post-conflict settings, as a first step towards developing practical guidance for practitioners and UNDP Country Offices.

BCPR also made notable progress in strengthening its internal capabilities and strategic approach with a view to maximizing its impact and delivery of results. Actions included:

- Spearheading the development of an internal Bureau strategy that strengthens mechanisms to support overall UNDP progress toward crisis prevention and recovery outcomes and strongly emphasizes gender;
- Restructuring the Bureau and the Thematic Trust Fund for Crisis Prevention and Recovery to support the realization of the goals of the strategy; and
- Initiating an enhanced monitoring and evaluation system within BCPR.

BCPR will continue to strive to support UNDP Country Offices in their efforts to provide timely, high-quality and reliable assistance to programme countries. BCPR will also continue to improve the intellectual leadership of UNDP in key areas including conflict prevention, early recovery and disaster risk reduction. Ensuring women's empowerment and gender equality will remain a priority, both at headquarters and at country level. Progress on these fronts, and in other areas of the Bureau's five-year strategy, will be reported on a regular basis, and lessons learned applied to UNDP's work at country level.

