Bureau for Crisis Prevention and Recovery

Annual Report

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2007

UNDP

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

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

UNDP Bureau for Crisis Prevention and Recovery

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Foreword

Our mission at the United Nations Development Programme (UNDP) is to promote development, including by addressing obstacles to peace and prosperity. This second Annual Report of UNDP's Bureau for Crisis Prevention and Recovery (BCPR), Outlook 2007, offers an overview of how UNDP has continued to increase its efforts to deliver tangible results in preventing crisis and promoting recovery.

Created in 2001, BCPR works around the world to restore the quality of life for men, women and children who have been devastated by natural disaster or violent conflict. Through the Bureau, UNDP gets involved early by providing a bridge between humanitarian efforts and long-term development. Even as humanitarian workers are distributing blankets and trucking in food and water to meet the survivors' immediate needs, UNDP is already on the ground working to help give survivors a future.

While we continue to make impressive progress, the serious challenges we face — some of which are changing — require sustained commitment and action. Climate change, for example, brings with it a need for renewed emphasis on reducing the risks of natural disasters. There is also an urgent need to prevent the use of sexual violence as a tactic of war. To respond effectively to these and other challenges, we must be faster, more flexible, and more innovative. And we must constantly build new and stronger partnerships with many other parts of the UN system, the World Bank and a range of civil society organizations.

While more work remains to be done, we are making impressive strides in this direction. For instance, in high-risk countries we have increased the number of disaster reduction advisers who provide expert technical advice and support to national governments. In the past year, UNDP began to implement its new Eight Point Agenda to protect and empower women in crisis. More generally, we have also rolled out a new strategy to respond immediately to emerging crises by sending expertise and resources to facilitate the early recovery process.

This Annual Report highlights in more detail these and some of the other areas in which we have made marked advances in 2007, including working towards an international ban on cluster munitions. It is a timely reminder that the crisis prevention and recovery agenda is crucial to our efforts to promote sustainable development in many countries in which we work.

Kemal Derviş
UNDP Administrator

Sudan © Norwegian Red Cross/Olav A. Saltbones

Introduction

BY **KATHLEEN CRAVERO, ASSISTANT ADMINISTRATOR AND DIRECTOR, BUREAU FOR CRISIS PREVENTION AND RECOVERY**

This is a year of accomplishment: a year in which the Bureau for Crisis Prevention and Recovery rolled out a new strategic plan that allows us to work more effectively in disaster and conflict zones around the world; a year in which we prioritized gender equality; a year in which we made our new immediate crisis initiative a reality; and a year in which we laid the foundations for an international treaty banning cluster munitions.

Since its inception in 2001, the Bureau has sought to promote new ways of doing business—faster, earlier and in riskier situations—to restore the quality of life for those who have been affected by disaster or violent conflict. 2007 was successful in a number of ways: we now have a clear criteria to determine whether and how the Bureau should respond to crises; we promote gender equality in all stages of crisis prevention and recovery and we focus the Bureau's work in ways that maximize impact and deliver results; finally, we are forging partnerships that allow us to achieve our objectives more fully and to extend our outreach and expertise.

Many tragic events of the past decade—whether those caused by natural disaster or armed conflict—have clearly demonstrated the disastrous effects crises have on national development. The Bureau has endeavored to take this point a step further, supporting the United Nations Development Programme (UNDP) country offices in their efforts to integrate crisis prevention and recovery as a core component of their development work. We are pleased to see the crucial link between our work and the overall mission of UNDP. Indeed, crisis prevention and recovery is now fully integrated in the UNDP Strategic Plan.

Since the introduction of UNDP's Eight Point Agenda for Women's Empowerment and Gender Equality, our focus on women's issues—their needs as well as their contributions—is more important than ever. To implement this ambitious agenda, the Bureau developed a three-year action plan in 2007, which mapped out human resources, funding, programming, and monitoring and evaluation needs. The roll-out of the Eight Point Agenda is already evident in Afghanistan, Côte d'Ivoire, the Democratic Republic of the Congo, Ecuador, Liberia, Somalia, Sudan and Timor-Leste, among other countries.

In 2007, we seized the opportunity to lay the groundwork for an international treaty on cluster munitions, seeking to ban the development, production, transfer, stockpiling and use of this insidious weapon. The Bureau supported the core group of Member States leading the campaign to ban cluster munitions by providing technical, financial and organizational support for all the regional meetings leading up to the Dublin Conference on Cluster Munitions in May 2008. In close collaboration with the core group of Member States supporting the Geneva Declaration on Armed Violence and Development, the Bureau also helped organize meetings in Guatemala and Nairobi to develop regional declarations that commit governments to a series of practical steps to prevent armed violence.

Our efforts to link climate change to disaster risk reduction are also worth noting. The incidence of natural disasters has escalated in recent years. In 2006 alone, 426 disasters occurred in 108 countries, affecting 143 million people and causing USD 34.6 billion in economic losses. While climate change affects everyone, it affects the most vulnerable most severely. The poorest of the poor in developing countries, ill-prepared for disastrous weather events, are the first to lose their lives, homes and sources of income. In addition to this tragic human cost, natural disasters also erode development achievements, thus reversing efforts to eradicate poverty.

In 2007, the Bureau worked with disaster-prone countries to establish disaster reduction as a national priority and strengthen basic institutional structures for disaster preparedness.

Finally, a key achievement of 2007 was the development of a global early recovery policy. Early recovery addresses the critical gap in coverage between humanitarian relief and long-term recovery—between dependence and self-sufficiency. While working within a humanitarian setting, early recovery looks toward the future—assessing damages to infrastructure, property, livelihoods and societies. The goal is to enable a smoother transition to long-term recovery—to restore livelihoods, government capacities and shelter—and offer hope to those who survive crises.

Operating in crisis countries is a risky business. It requires taking calculated risks. We are fortunate to have partners who are willing to take these risks. I am pleased to report that un-earmarked funding has never been higher and the number of donor partners has increased from one to eight since the creation of the Bureau in 2001. With the support of donors and partners, we will continue to pursue our shared mission of helping communities and nations recover and promoting innovative solutions to crises across the globe.

III Did you know?

Statistics need context. It's easier to appreciate the magnitude of a natural disaster, the cost of recovery or the loss of life from armed conflict when you are given context — when the statistics are compared to more familiar situations. This is what we are trying to do.

Consider, for example, the following:

Bangladesh © Manoocher Deghati/IRIN

- **Economic losses** from all disasters in 2006: USD 35 billion
- Exxon Mobile **profit** in 2006: USD 36 billion

- Odds of suffering from **bad eyesight**: 1 in 3
- Number of women worldwide who have experienced **rape**, sexual assault or abuse: 1 in 3

- Chances of winning the Maryland "Pick 3" state **lottery**: 1%
- Percentage of **women landowners** worldwide: 1%

- Amount Americans spend on **cosmetic** procedures in one year: USD 13 billion
- Estimated **cost of recovery** from the 2004 Indian Ocean Tsunami: USD 12 billion

- Percentage of **civilian fatalities** in conflicts since 1990: 90%
- Percentage of people owning **cell phones** in Western Europe: 80%

- Number of **people killed or maimed** by anti-personnel mines since 1975: 1 million
- **Population of Dublin**: 1 million

- **Time the 2004 Indian Ocean earthquake** shook the earth (creating a tsunami that affected 12 countries and killed more than 230,000 people): 8 minutes
- Time it takes to make a **hard-boiled egg**: 8 minutes

IV | Immediate crisis response

In 2006, UNDP launched the immediate crisis response initiative, aimed at improving the timeliness and quality of its response after the onset of crisis. Known internally as the SURGE project, this initiative aims to ensure that specially trained UNDP staff are redeployed within days of a crisis to help UNDP country offices foster better recovery and development opportunities for people affected by crisis. These rapid redeployments are backed by newly developed standard operating procedures that allow UNDP to marshal resources from within the organization in support of UNDP country offices facing crises.

Key achievements

In its initial roll-out phase, 63 UNDP staff members with expertise in at least one of 12 identified areas (including early recovery, coordination, operational support, resource mobilization and communications) joined the crisis response network.

In April 2007, UNDP launched a rapid deployment mechanism, enabling the organization to deploy specially trained advisers to a crisis zone within days. The value of the immediate crisis response is directly linked to the quantity and quality of expertise within the network. In its initial roll-out phase, 63 UNDP staff members with expertise in at least one of 12 identified areas (including early recovery, coordination, operational support, resource mobilization and communications) joined the crisis response network. Forty-three of these experts have undergone training in preparation for their deployment. During the year, eight advisers provided support to four UNDP country offices in the aftermath of crises in Bangladesh, Liberia, the Solomon Islands and Sudan. For example, the provision of expert personnel in the first hours and days after Cyclone Sidr in Bangladesh enabled UNDP, and in particular the UN Resident Coordinator, to take a strong lead in the coordination of the crisis and to move swiftly from crisis response to outlining the recovery framework.

UNDP also drew on its global network of expertise to develop standard operating procedures to guide its immediate crisis response. These procedures detail the critical steps and decisions that ensure effective positioning related to recovery programming, UN coordination and early recovery cluster lead responsibilities. 2007 also saw the development of a number of supporting tools, including a checklist for immediate response and templates for planning and resource mobilization. These are compiled in an electronic toolkit for UNDP staff, which is available online and regularly updated.

Sudan

Preparing to support a better future

Five years of conflict in Darfur have claimed almost 300,000 civilian lives and affected more than 4.2 million people. Throughout 2007, Darfur remained the world's largest humanitarian relief operation, with hundreds of international organizations and 14 UN organizations providing support to an estimated two thirds of the affected population.

Despite continued insecurity, an important political agreement was reached with the Government of Sudan in July 2007 to deploy a full African Union/UN peacekeeping force for Darfur. This development heralded new opportunities for UN access and expanded intervention. Fuelled by the sudden prospect of peace talks and renewed international focus on the Darfur crisis, UNDP Sudan requested immediate crisis response planning support to strengthen its institutional presence in Darfur and to prepare for expanded programmatic engagement in early recovery.

The mission undertook an assessment of UNDP's capacity, as well as the prevailing operational, socio-political and institutional environment. Based on this work, the team developed scenarios for the partial and large-scale expansion of recovery activities. The mission also provided recommendations on how to improve programme and operations management capacity. The mission's recommendations fed into the development of the new country programme document for Sudan covering the period 2009-2012.

Sudan © UN Photo/Tim McKulka

From complex crisis to confident recovery

On 2 April 2007, an earthquake of 8.1 in magnitude struck off the coast of a remote part of the Solomon Islands. The quake triggered a tsunami: 52 people lost their lives and infrastructure, schools and homes in coastal areas were badly damaged. More than 10,000 people living in this nation of islands were affected.

Scattered island communities with limited communications and transport, coupled with under-resourced administrations, often conspire to make crisis response and recovery in the Pacific complex. Yet UNDP moved quickly, deploying an immediate crisis response mission to support the government in establishing an early recovery strategy and a coordination unit.

The UNDP immediate crisis response advisers brought with them experience from other parts of the organization, linking the Solomon Islands' response with best practices learned during the South Asian tsunami. With the advisers' support, UNDP worked with the Asian Development Bank and the government to draw up an early recovery strategy, which was ready three weeks after the crisis. The advisers also helped develop a critically needed shelter strategy and standards for housing reconstruction, currently implemented by the government. UNDP's swift and well-organized response built credibility with the government and other partners, leading to lasting and effective partnerships.

Solomon Islands

V | Gender equality in crisis prevention and recovery

Women and men, girls and boys are vulnerable in different ways in crises and are often treated differently by perpetrators of violence, with dire and often enduring consequences. Gender is one of the most significant determinants of an individual's capacity to cope successfully during a crisis, and gender profoundly affects whether, how and when individuals gain access to support in the aftermath. Women and men—as soldiers, internally displaced people, refugees, widowers or survivors of natural disasters, landmine incidents and armed violence—collectively experience the insecurity brought on or exacerbated by crisis. Like men, women must deal with the burden of the economic and social consequences of crisis, especially the deterioration of livelihoods and social support structures. But women bear the additional insecurity of sexual and gender based violence by men, and globally, the poorest of the poor are women.

BCPR's 2006 'Forward Looking Review' on gender mainstreaming in crisis prevention and recovery led to the development of the Eight Point Agenda for Women's Empowerment and Gender Equality in Crisis Prevention and Recovery (Agenda). The Agenda became operational in January 2007 and represents the first attempt within UNDP to respond holistically to the complex gender-specific challenges that arise in crisis situations. It identifies concrete entry points to channel crisis prevention and recovery responses so that women are empowered and gender equality is promoted amidst the chaos of war or natural disaster.

The eight points are:

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

To implement this ambitious Agenda, BCPR developed a three-year action plan in 2007, which mapped out human resources, funding, programming, and monitoring and evaluation needs. In addition, BCPR launched a USD 10 million donor proposal for 2008-2009. This proposal presents a set of

programme areas at the global, regional and national level that will build the confidence and commitment of both the United Nations and national partners by demonstrating success and yielding positive outcomes for women, communities and nations.

BCPR has also adjusted its internal structures to raise the bar on performance in gender equality issues. Since 2007, BCPR has committed itself to devoting at least 15 percent of all its funding allocations to gender-specific projects and dedicates 15 percent of its workplan budget and staff time to women's issues. BCPR has hired two senior gender advisers, one to enhance BCPR's support to UNDP country offices and one, placed with the gender team of the UNDP Bureau for Development Policy, to promote the Eight Point Agenda as a UNDP-wide initiative. BCPR also recruited a policy specialist who devotes 50 percent of work time to implementing the new BCPR monitoring and evaluation strategy, especially the gender indicators. Finally, a gender window was created in the Thematic Trust Fund for Crisis Prevention and Recovery managed by BCPR to better monitor resources allocated to gender and crisis issues in UNDP. Canada, Ireland and Norway contributed to this window in 2007.

The following are some of the highlights of UNDP's achievements for each point of the Agenda. Initiatives described below received either technical support and/or funding from BCPR.

1. Stop violence against women

In times of conflict, it is often marginalized populations, such as women and children, who suffer most. Rape and sexual violence in conflict situations are used as methods of war. Impunity for such war crimes must be fought at all levels—national, regional and international.

In the **Democratic Republic of the Congo**, UNDP supported a programme on strengthening women's security and access to justice as a basis for restoring social cohesion and scaling up response to the horrific violence against women and girls in the eastern part of the country. Specific steps include: establishing legal aid centres, training paralegals and defence counsel, and providing free legal assistance to survivors; strengthening the technical skills of legal aid lawyers and establishing a lawyers' network; raising awareness of human rights and the rule of law amongst local stakeholders; supporting non-governmental organizations pursuing legal and human rights to address these issues at local and provincial levels; and promoting confidence and trust-building amongst communities, and between communities and rule of law institutions.

In Côte d'Ivoire, UNDP helped create the first post-conflict support centre for women and girls in the country.

In **Côte d'Ivoire**, UNDP helped create the first post-conflict support centre for women and girls in the country. It is based in Man, a region in the west particularly affected by the conflict. This centre, run by a local women's non-governmental organization, is one of the few in Africa (other such centres exist in the Republic of the Congo, Rwanda and Sierra Leone) to provide psychological, health and economic support to women and girls affected by the conflict.

In the **western Balkans**, UNDP helped make the link between the widespread possession of firearms and domestic violence in post-conflict communities by supporting an

unprecedented study on post-conflict violence. The resulting report, 'Firearms Possession and Domestic Violence in the Western Balkans: A Comparative Study of Legislation and Implementation Mechanisms', revealed that while the level of all other forms of violence has normalized in the region, domestic violence has continued to rise, making it the single biggest security threat in the region. The report also offered recommendations to governments and civil society on improving the legal frameworks regulating firearms and domestic violence.

2. Provide justice and security for women

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

In 2007, the UNDP-supported Rule of Law Programme in **Darfur** continued to grow. Legal aid lawyers took on 550 cases and, despite many obstacles, achieved some major successes, including numerous rape and murder convictions, acquittals of women charged with adultery (zina), and the release of people held in arbitrary detention. One third of the legal aid cases were related to violent acts against women or girls. Since its inception in 2004, the programme has reached out to more than 40,000 Darfurians, of which 2,000 cases have seen access to justice. This programme offers proof that, even in the midst of armed conflict, women can seek justice and those guilty of violating their rights can be punished. It also serves as a model to be replicated in other war zones characterized by widespread and systematic sexual violence, such as the Democratic Republic of the Congo. Finally, it demonstrates UNDP's commitment to bridging the gap between the humanitarian response and longer-term development by promoting practical programmes in early recovery settings.

In **Somalia**, as part of the UNDP-supported Rule of Law Programme, an estimated 10 percent of the graduates of the police academy were women. In addition, the first women lawyers' association was established providing legal assistance to victims of rape and domestic violence.

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Somalia

Facilitating free legal aid

Since November 2007, Hussein Aw Deria has been working as a paralegal in the UNDP-supported Legal Clinic based out of Hargeisa University. Hussein and another paralegal, Adam Ali Buale, visit the eight police stations in Hargeisa twice a day where they are given free access to the cells and the police registers detailing arrests and charges. Their aim is simple: to provide free legal assistance to vulnerable communities in Hargeisa.

From November to December 2007, Hussein provided free legal advice in more than 50 criminal and civil cases including assault, theft, extortion, domestic violence and rape. Hussein has either referred these cases to the UNDP legal aid lawyers or, when appropriate, sought to resolve them himself.

For instance, Hussein represented a 13-year-old girl who had been arrested for shoplifting and was being held at a police station in Hargeisa. Hussein explained "because of my intervention, the case was expedited and heard by the Court within three days of me taking the case on. Before the hearing, I held a mediation between the child's parents and the owner of the shop. Following this, the owner agreed to an out-of-court settlement and all charges against the child were dropped. She has now been reunited with her parents."

Hussein believes that "the chance UNDP gave to me in helping me gain a quality legal education at Hargeisa University now means I can put that knowledge into practice and also improve the administration of justice in Somaliland."

Somalia © Manoocher Deghati/IRIN

3. Advance women as decision makers

Women need the skills and confidence to influence the decisions that directly affect their lives, including through direct participation in government.

To increase the number of women working in state institutions and reach the minimum 25 percent quota agreed by the Government of **South Sudan**, UNDP established the Women's Legislator's Forum, the Consultant Forum of Women Office Bearers of Political Parties and women civil society networks. Through these fora, UNDP has carved out political space for women to claim leadership positions in state institutions and to fight for their constitutional rights.

In **Sierra Leone**, UNDP supported the participation of women's organizations in mobilizing a constituency for peace during the 2007 national elections. This led to increased attention to women's voices in the electoral process and served as a confidence-building measure for further participation by women in the political arena.

4. Involve women in all peace processes

UNDP supports the involvement of women in all stages of peace and recovery processes. Excluding women from conflict prevention and recovery processes deprives them of their most immediate needs. These needs can be as basic as being able to walk to a latrine in an internally displaced people's camp without fear of assault and as complex as promoting women in government. By excluding women, we also fail to gain from their insights and resourcefulness. In times of crisis, women have shown extraordinary resolve and strength, whether forming networks to provide vital services or joining together to promote responsible, peaceful governance. If women are seen only as victims—and not as problem solvers and decision makers—a key resource for sustainable peace is lost.

In **Ecuador**, as part of the UN Inter-agency Peace and Development Programme in the Northern Border Zone of Ecuador, UNDP synthesized lessons learned on how to assist women who move across borders in search of employment. This research was applied to ongoing UN-supported conflict prevention activities in the border area.

In **Jamaica**, as part of its Armed Violence Prevention Programme, UNDP is supporting community security and social cohesion activities especially targeted at youth, including young women.

5. Support women and men to build back better

It is not difficult to recognize that men and women are affected by crisis differently. Consider, for example, the 2004 Indian Ocean tsunami. The death toll alone had profound implications for women. In many towns, the death rate of women was at least three to four times higher than that of their husbands and brothers. In some, only a handful of women survived. The resulting gender imbalance raised a variety of concerns for the surviving women and girls in the recovery period. Would they, for example, be forced to take on even more responsibilities caring for extended family

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members? Would their mobility in home communities or displacement camps be threatened by harassment or sexual violence? In many cases, the answer to these questions was and continues to be yes.

During 2007, UNDP initiated the development of a common framework for post-disaster needs assessment in cooperation with members of the Inter-Agency Standing Committee Cluster Working Group on Early Recovery and the International Recovery Platform. This initiative resulted in a **practical guide to including gender issues in all post-disaster needs assessments**. The guide underlines the importance of collecting pre- and post-disaster quantitative and qualitative data and identifies the specific needs of women and girls across sectors.

In particular, the gender-sensitive guide presents suggestions on ways to: document and analyze recovery needs in affected areas; identify priority actions across sectors; inform programme planning and design; and facilitate the implementation of programmes and projects that respond to the needs of marginalized communities.

6. Promote women as leaders of recovery

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

In 2007, UNDP scaled up its work on rule of law, small arms control and early recovery, which all include strategic interventions for women and girls. For instance, UNDP started a livelihoods programme for women in **Somalia.** In addition, UNDP is supporting leadership training for young Somali women.

In **Timor-Leste**, UNDP helps ease the burden of returnees on the host community's economy by promoting the creation of self-employment opportunities for women as entrepreneurs in the districts of Baucau, Lauten and Viqueque. UNDP is working with the Ministry of Labour and Community Reinsertion to improve the business environment for women by providing technical advice to local partners and training to women to improve their business management skills.

7. Include women's issues on the national agenda

UNDP strives to ensure that women are engaged in decision making on government budgets and resource mobilization, and that public institutions are given incentives to address women's needs.

In **Nepal**, UNDP developed a programme to transform entrenched patterns of social exclusion, including the exclusion of women and minority ethnic groups. This programme focused on promoting women's participation in governance and built on the achievements of the Mainstreaming Gender Equity Project. This UNDP-supported project conducted gender audits of key ministries, initiated work on issues of gender justice, and supported the establishment of a Legal Aid Unit (formerly the Central Women's Legal Aid Committee) in the National Women's Commission. The Legal Aid Unit is supported by national and international civil society organizations and deals with issues such as domestic violence, trafficking, rape, abortion and divorce, and provides free legal counseling to women.

Cote d'Ivoire © UN/Ky Chung

8. Work together to transform societies

The eight points of the Agenda all contribute to developing capacities for social change. We know from experience that when we empower women and enable men to promote social change we transform societies. Encouraging social change and shifting mindsets requires a long-term investment from UNDP and its partners. Visible results can take years. With its ongoing work on preventing and responding to sexual violence in conflict, UNDP is starting to see changes in the way sexual violence and gender equality are understood by society. For instance, the UNDP-supported Rule of Law Programme in Darfur, which started in 2004, is seeing a slow but steady change in social attitudes. Local authorities are increasingly accepting the importance of providing legal aid to survivors of violence. As UNDP continues to scale up its support to women and girls in crisis, more examples of such change will become apparent.

Global initiatives and United Nations inter-agency collaboration

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

Training and awareness raising. BCPR and partners within UNDP, including the Bureau for Development Policy, made strengthening awareness of and operational support for realizing the Eight Point Agenda a priority—providing practical tools and guidance for UNDP country offices on integrating specific points from the Agenda into national programming.

Publications and tools. UNDP integrated gender in its methodology for analyzing and designing conflict prevention programmes. The methodology will be piloted in selected countries in 2008. UNDP and the United Nations Development Fund for Women (UNIFEM) finalized a policy briefing paper, 'Gender Sensitive Police Reform in Post-Conflict Societies' in 2007. The paper outlines key elements of gender-sensitive police reform and is being used in trainings run by the United Nations Department of Peacekeeping Operations. Recognizing the lack of gender-disaggregated data and of tools to monitor the impact of gender-sensitive activities, UNDP consulted with the Social Research Council. This initiative led to an innovative proposal to create an independent global centre for research on gender and crisis prevention and recovery. UNDP is in the process of identifying an organization that could host such a think-tank and is mobilizing seed funding to support it.

In 2007, UNDP focused its inter-agency work on integrating the needs of women in policy formulation and supporting the inter-agency initiative on sexual violence against women and girls.

UNDP has made a systematic effort to incorporate women's needs and perspectives in new inter-agency policies, such as the joint **UN policy on post-conflict employment approved by the UN Secretary-General in 2008**. Eighteen agencies have contributed to this policy, which stresses the importance of establishing programmes that can deliver quick peace dividends to women at high-risk in post-conflict settings. An operational guidance note focusing on country-level implementation is currently being developed.

UNDP is also actively engaged in the inter-agency initiative **UN Action Against Sexual Violence in Conflict: Stop Rape Now (UN Action)**. Under the chairmanship of the BCPR Director, UN Action is designed to build coherence, coordination and impact to put an end to sexual violence in conflict. For instance, a senior adviser was appointed to the UN Peacekeeping Mission in the Democratic Republic of the Congo to better coordinate and amplify UN efforts to address sexual violence—focusing especially on rule of law issues such as access to justice and ending impunity. In addition, UN Action continued to provide support to the UN Country Team and the African Union Mission in Darfur to help address data weaknesses and the rule of law response to sexual violence.

UN Action invested in **training gender-based violence coordinators** to address the chronic staffing constraints within UN Country Teams in conflict countries. For example, in partnership with the Inter-Agency Standing Committee Sub-Working Group on Gender and the Norwegian Refugee Council, UN Action trained a cadre of gender advisers and included them in the inter-agency roster for rapid deployment. Eleven of these advisers were deployed to crisis countries in 2007.

In addition, UN Action continues to work closely with members of the United Nations Security Council to ensure that when **peacekeeping mandates** come up for renewal, there is clear direction to protect women from sexual violence, and for the United Nations Secretary-General to report systematically to the Security Council on UN led efforts. In 2008, UN Action will scale up advocacy to support these efforts, as well as to amplify work with the media on addressing rape as a method of warfare.

UNDP is also actively engaged in other UN inter-agency fora, including the Inter-Agency Standing Committee Sub-Working Group on Gender and the Inter-Agency Taskforce on Women, Peace and Security.

Gender equality in crisis prevention and recovery will remain a priority for UNDP in 2008.

VI Achievements in early recovery

Inter-agency early recovery specialists were deployed to 11 countries in 2007.

After disasters (natural or manmade), humanitarian agencies rush in to provide nourishment, shelter and medicine—the basics needed to save lives. Yet even as aid workers are distributing blankets and trucking in potable water, early recovery teams must be on hand to answer the inevitable question from communities in crisis: Our lives are saved, now what?

Early recovery addresses a critical gap in coverage between humanitarian relief and long-term recovery—between dependence and self-sufficiency. While working within a humanitarian setting, early recovery is focused on the immediate future: assessing damages to communities, their infrastructure, livelihoods and social cohesion. The goal is to jumpstart long-term recovery—such as restoring livelihoods, government capacities, and providing transitional and permanent shelter—and to offer hope to those who survive the crisis.

Country support

In January 2007, BCPR established its Early Recovery Team to provide UNDP country offices with technical assistance for early recovery programmes and to spearhead the leadership of the Inter-Agency Standing Committee Cluster Working Group on Early Recovery, which includes 24 members from the humanitarian and development communities.[1] This working group was formed in 2005 and designated UNDP as its lead agency to provide conceptual and practical guidance on early recovery planning and programming, support country-level implementation, and strengthen coordination and partnerships.

UNDP is responsible for deploying early recovery advisers, who support the UN system's in-country Humanitarian/Resident Coordinator and the Inter-Agency Standing Committee Country Teams. These advisers help set up national early recovery coordination mechanisms and facilitate the development of a strategic framework for early recovery efforts. For this purpose, UNDP developed an inter-agency roster, drawing on experts from across the UN system to include more than 100 consultants ready for rapid deployment to early recovery settings. Ad-hoc deployments took place in the first half of 2007 and were systematized as the roster was activat-

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[1] The members of the Cluster Working Group on Early Recovery are: the Food and Agriculture Organization of the United Nations (FAO), the International Committee of the Red Cross (ICRC), the International Federation of Red Cross and Red Crescent Societies (IFRC), the International Labour Organization (ILO), the International Organization for Migration (IOM), the International Strategy for Disaster Reduction (ISDR), Mercy Corps, the Office for the Coordination of Humanitarian Affairs (OCHA), the Office of the High Commissioner for Human Rights (OHCHR), the Office of the UN High Commissioner for Refugees (UNHCR), the UN Population Fund (UNFPA), the UN Children's Fund (UNICEF), the UN Human Settlements Programme (UN-HABITAT), the office of the UN Development Group (UNDGO), the UN Environment Programme (UNEP), the UN Institute for Training and Research (UNITAR) Operational Satellite Applications Programme, UNDP, the UN Educational, Scientific and Cultural Organization (UNESCO), the UN Volunteers (UNV), the World Food Programme (WFP), the World Health Organization (WHO), ActionAid, the ProAct Network and the World Society for the Protection of Animals (WSPA). The following organizations are observers of the Working Group: InterAction and Caritas Internationalis.

ed in September. In all, inter-agency early recovery specialists were deployed to 11 countries in 2007 to provide support to the Humanitarian/Resident Coordinator and the Inter-Agency Standing Committee Country Teams in both post-conflict and post-natural disaster situations. In support of this inter-agency mechanism, UNDP has tapped into its immediate crisis response network of experts.[2] Standard operating procedures have also been developed to guide the deployment of inter-agency teams to the Democratic Republic of the Congo and Uganda.

As most early recovery takes place at the local level, it is particularly important for UNDP to establish a presence outside the national capital. In response, UNDP provided significant resources to local early recovery efforts through its sub-offices in Côte d'Ivoire, the Democratic Republic of the Congo, Somalia, Sudan and Uganda.

UNDP led a number of important early recovery training and awareness building efforts in 2007. These efforts—in addition to strengthening skills among practitioners, government officials and local non-governmental organizations—produced a number of outcomes, including an action plan for incorporating gender equality concerns into early recovery interventions. UNDP also conducted an early recovery training needs assessment and developed a plan for different target groups to address early recovery learning and training needs.

In addition, UNDP led or supported joint rapid needs assessments in countries such as Bangladesh, Dominica and St. Lucia to help ensure that national recovery planning is based on the actual needs of affected communities. At the local level, UNDP has been working to reinforce local administration capacity and to strengthen the recovery of communities through, for example, the restoration of basic infrastructure and the stabilization of livelihoods. Such programmes are being implemented in a number of countries, including Côte d'Ivoire, the Democratic Republic of the Congo, Mozambique, the Philippines (in 10 cyclone-affected communities) and Sudan.

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[2] For more information on the UNDP immediate crisis response initiative, refer to page 11 of this report.

COUNTRY EXAMPLE:

Focus at the local level

The Democratic Republic of the Congo faces more than its share of challenges. The size of Western Europe, with a hugely inadequate communications and transport infrastructure, the nation has myriad needs that vary from region to region, with the eastern part of the country scarred by a decade-long conflict. Serious security problems remain in areas where armed militias still operate and sexual violence and other human rights abuses are carried out with impunity. Small arms proliferation and the internal displacement of one million Congolese further exacerbate the situation. Nevertheless, important steps toward peacebuilding and reconciliation have been made, as illustrated by the Kivus Peace Conference.

Boosting UNDP's presence on the ground around the country has been a key priority. In 2007, with help from BCPR, UNDP established six new sub-offices in areas of particular need (Bunia, Goma, Kisangani, Lubumbashi, Mbandaka and Mbuji-Mayi) and hired a senior gender adviser to help address the issue of systematic rape of women and girls. All have initiated programmes to strengthen the capacity of local authorities. The heads of these sub-offices also co-lead the Reintegration and Community Recovery Cluster, which addresses issues related to returnees. The Goma office is also supporting the Cellule Provinciale d'Appui à la Pacification, a participatory grass-roots entity created to design and implement an action plan to strengthen reconciliation efforts in the province.

The new sub-offices have led to improved relationships with local authorities, which, in turn have helped UNDP better position itself as a key player in the transition phase. The decentralization of operations has allowed for

faster, more efficient responses and better integrated programming. Finally, it has boosted local capacity, which will prove to be of critical importance when the UN peacekeeping operation for the country phases out its mission.

2008 will also see new developments. Urgent needs in the eastern provinces of North and South Kivu, Katanga and Province Orientale (particularly in and around Ituri) will be addressed through a new programme to support community recovery, working with local authorities at the territorial level and with newly established decentralized institutions, such as provincial assemblies.

DRC © UNICEF/Roger LeMoyne

Bangladesh

Coordination in response to Cyclone Sidr

On 15 November 2007, Cyclone Sidr struck Bangladesh. The accompanying storm surge caused flooding and extensive physical destruction. Approximately 3,400 people died as a result of the cyclone. More than 50,000 people were injured, and approximately 9 million people were affected. Approximately 1.5 million homes were destroyed or badly damaged.

The Government of Bangladesh mounted a massive response, working with international and national agencies to ensure a coordinated, unified response. UNDP was appointed lead agency for the Early Recovery Cluster Coordination Group, working closely with the Government's Ministry of Food and Disaster Management. The group brought together representatives of 20 UN organizations, government ministries, other coordination cluster groups, international and national non-governmental organizations, Red Crescent societies and other counterparts. It ensured that all the other cluster groups— including health, food security and shelter—incorporated early recovery issues into their work. The group also addressed early recovery needs related to governance, community infrastructure, disaster risk reduction, livelihoods and cross-cutting issues.

In the immediate aftermath of the cyclone, the Early Recovery Cluster Coordination Group conducted two rapid assessments addressing early recovery and environmental needs. More than 120 experts from the government, United Nations and civil society gathered data in six heavily affected districts at the local government, community and household levels. A national workshop followed to share the results of these assessments, cross-check information, determine immediate priorities and strengthen partnerships. The workshop brought together representatives from government ministries, the United Nations, civil society and donors.

Based on the outputs of the workshop, the Early Recovery Cluster Coordination Group, together with the other clusters, worked with the Government of Bangladesh to develop a National Early Recovery Implementation Plan. As part of the government-led, integrated national recovery strategy, the plan covers immediate projects for the period of up to 12 months after the disaster. It also maps out ongoing emergency needs and early recovery interventions in food security, shelter, livelihoods, environmental impact, repair of critical infrastructure, health care, education, water and sanitation, and good governance.

UNDP's leadership in the aftermath of Cyclone Sidr helped ensure a coherent, coordinated response. And while this response was led by the government, UNDP worked closely with the authorities as well as international and national counterparts to focus on early recovery from the outset. With its network of partners in both humanitarian and development communities, UNDP was able to help forge effective links between early recovery efforts and longer-term development initiatives. UNDP helped frame early recovery within a disaster management system that connected emergency response with recovery, and with efforts to strengthen preparedness for future disasters. Efforts are underway to ensure that momentum is not lost and that the people of Bangladesh are supported throughout early recovery and beyond.

Major policy developments

UNDP CORPORATE POLICY ON EARLY RECOVERY

In May 2007, BCPR began a 10-month consultation process to develop a UNDP Corporate Policy on Early Recovery. The purpose of the policy is to clarify the organization's programmatic, operational and system-wide coordination roles in early recovery at both the global and country level. The document also spells out how UNDP will ensure that the policy becomes a reality on the ground. The consultation process involved senior UN staff and practitioners from around the world, all members of the Cluster Working Group on Early Recovery and donors.

To implement the policy at the country level, UNDP is focusing on three mutually supportive initiatives:

- Post-crisis governance: by supporting and reinforcing the government's capacity at the national and local level to stimulate early recovery and to plan for full recovery;
- Effective local level early recovery: by facilitating early recovery programmes at the local level based on local government coordination and management; and
- Coordinated early recovery planning: by strengthening the capacity of the Office of the Humanitarian/Resident Coordinator to undertake systematic assessment, analysis, coordination and planning for early recovery activities.

At the global level, UNDP will support country-level efforts by:

- Providing substantive guidance and administrative support for UNDP country offices; and
- Providing leadership and coordination to the Inter-Agency Standing Committee Cluster Working Group on Early Recovery and advocating for the allocation of resources in support of early recovery efforts.

THE EARLY RECOVERY FUNDING GAP

Analyses of post-crisis interventions indicate that early recovery needs receive far less financial support than humanitarian and development requirements. As it spans the traditional humanitarian-development divide, early recovery does not fit neatly into either humanitarian or development funding mechanisms. Indeed, while donors have funding mechanisms for humanitarian situations and for development contexts, no funding mechanism exists for early recovery. Humanitarian funding mechanisms typically allow for quick disbursement. Yet, to date, they have generally not supported early recovery activities. Conversely, development funding mechanisms, for which it can take up to 18 months to disburse funds, are either too slow to meet short- and medium-term early recovery needs, or donors are unwilling to commit significant development funds for early recovery efforts.

UNDP has been exploring how to adapt existing humanitarian planning tools and funding mechanisms—such as the Central Emergency Response Fund, the Flash Appeal and Consolidated Appeals—to include priority early recovery interventions. UNDP also has been working closely with the Office for the Coordination of Humanitarian Assistance and within the Inter-Agency Standing Committee to advocate for the systematic inclusion of early recovery programmes in humanitarian appeal processes. Discussions are ongoing among the Cluster Working Group on Early Recovery, partner countries and donors on ways to close the early recovery funding gap.

Working with partners

UNDP worked to expand the participation of non-governmental organizations in the Cluster Working Group on Early Recovery, which went from informal engagement to four full members and two observers. UNDP also strengthened the partnership between the Cluster Working Group on Early Recovery and the United

Nations Development Group/Executive Committee on Humanitarian Affairs Working Group on Transitions, the World Bank and the European Commission. UNDP also established the Friends of Early Recovery Group, bringing together Geneva-based donors with a particular interest in supporting early recovery efforts.

Under UNDP's leadership in 2007, the Cluster Working Group on Early Recovery helped clarify conceptual and practical guidance for early recovery planning and programming at the country level. For example, the Cluster Working Group on Early Recovery compiled a Guidance Note on Early Recovery in cooperation with the United Nations Development Group/Executive Committee on Humanitarian Affairs Working Group on Transitions. Designed primarily for country-level practitioners, the Guidance Note establishes guiding principles for early recovery interventions. An accompanying toolkit is being developed to facilitate the implementation of early recovery activities on the ground. The Cluster Working Group on Early Recovery also began developing an integrated, local-level programming framework for early recovery.

Finally, UNDP worked to consolidate and share experiences in early recovery through the creation of a network of early recovery practitioners. Early recovery experts at global and field levels are meeting both in person and electronically to share experiences and strengthen collective knowledge. UNDP supplements these exchanges through a monthly news update and through resources made available on the Humanitarian Reform Web site (www.humanitarianreform.org), to which country-specific pages will be added in 2008.

COUNTRY EXAMPLE:

Monitoring of recovery efforts

Lebanon

The hostilities of 2006 caused 1,200 deaths, 1 million internally displaced persons and more than 100,000 damaged homes. In addition, approximately 1.2 million unexploded cluster bombs still present a threat to people's everyday safety in affected areas. Economic loss was significant, with zero percent Gross Domestic Product growth in 2006 (compared with 6 percent growth prior to the conflict) and a meager 2.5 percent growth in 2007. Damage to people's everyday livelihoods, shops and factories was severe and has not yet been completely addressed.

Against this backdrop, UNDP is coordinating recovery activities, assuming its role as part of the Inter-Agency Standing Committee humanitarian cluster coordination mechanism. UNDP supported the government, most importantly the Recovery and Reconstruction Cell of the Prime Minister's Office, in managing effectively the large volumes of external aid, building a transparent monitoring and evaluation system that exceeds individual donor reporting requirements. The overall aim of the monitoring and evaluation system is to ensure that governments, donors, non-governmental organizations, beneficiaries and civil society are adequately informed about the progress of the recovery and reconstruction efforts, and adjustments can be made in order to address the unmet needs of the population.

UNDP Lebanon also supported a range of critical recovery activities in 2007, including: repairing municipal infrastructure and activating public services; restoring livelihoods in the Beirut southern suburbs, South Lebanon and Bekaa; helping fishermen's associations to repair damaged boats and buy fishing nets and rebuild the fish market in Ouzai; preparing a post-conflict environmental action plan; cleaning up oil-spill contamination; removing and recycling rubble; and providing technical assistance to the National Demining Office to manage cluster munitions decontamination and landmine clearance. An estimated 700,000 people have benefited directly or indirectly from UNDP recovery interventions in Lebanon in 2007.

BCPR made an initial allocation of USD 3.3 million to UNDP Lebanon following the July 2006 conflict. Approximately USD 40 million of additional funding has since been mobilized by the UNDP country office for the overall recovery portfolio. Donors who contributed to UNDP's early recovery activities in Lebanon include Australia, Austria, Brazil, Canada, the Catalan Agency for Development Cooperation, the European Commission Humanitarian Office, France, Italy, Monaco, Japan, Sweden and Switzerland.

VII | Achievements in conflict prevention and recovery

In more than 40 countries around the world, conflict has torn through farmland, villages and cities, claiming unacceptable human casualties. Today, there are approximately 35 million refugees and internally displaced people scattered throughout the world—people whose lives have been torn apart by conflict. Conflict has invaded their communities, destroyed their homes and livelihoods, killed, maimed and tortured loved ones, and exposed daughters, wives and sisters to sexual violence.

Conflict leaves survivors impoverished with little hope of security or stability for the future—a long-term consequence that does not fade away quickly after the violence stops. Indeed, landmines and other unexploded remnants of war kill or maim hundreds of people every year—sometimes decades after hostilities have ceased. Littered across roads and pastures, they prevent people from farming land or allowing their herds to graze. Conflict is not only an egregious threat to human rights, but also a barrier to development.

One of the key lessons of the past decade is that the costs of preventing conflict are far lower than the costs associated with recovery. Promoting prevention efforts is important in any post-conflict setting to avoid a resumption of violence within years after hostilities have ceased.

Another key lesson is the need to link security and development approaches. For instance, women—their security, their rights and their access to justice and peace processes—must be part of any post-conflict recovery plan. This more integrated approach to post-conflict recovery looks at the overall levels of armed violence in a country and how such levels impact its development and achievement of the Millennium Development Goals (MDGs). A third critical lesson is the importance of planning recovery activities as early as possible in a post-conflict humanitarian setting, as a separate but linked process.

In January 2007, a new Conflict Prevention and Recovery Team was created within BPCR with extensive technical knowledge and programming expertise in conflict prevention; rule of law; armed violence reduction, small arms, mine action and cluster munitions; and disarmament, demobilization and reintegration (DDR) of ex-combatants. This chapter presents key achievements and lessons for each of these areas.

Kenya © Julius Mwelu/IRIN

Conflict prevention

COUNTRY SUPPORT

At the invitation of governments and in collaboration with partners, especially the UN Department of Political Affairs (DPA) and the UN Department of Economic and Social Affairs, UNDP provided targeted assistance for conflict prevention and peacebuilding in 36 countries around the world.

Assistance for seven countries (Bolivia, Comoros, Ecuador, Fiji, Ghana, Guyana and Yemen) was provided through the Inter-departmental Framework for Coordination on Early Warning and Preventive Action (the Framework Team), an informal UN inter-agency mechanism for assisting UN Resident Coordinators in developing and implementing conflict prevention strategies. The Secretariat for the Framework Team, which is co-chaired on a rotating basis (UNDP and DPA were the co-chairs in 2007), is permanently hosted by BCPR. In November 2007, UN peace and development advisers and other conflict prevention specialists who had been deployed with UNDP's assistance met in Kenya. Participants produced a framework for cooperation between UNDP and DPA on the deployment of these advisers, agreed on a methodology for country-specific collaboration at UN Headquarters in support of conflict prevention initiatives in the field, and recommended the establishment of a community of practice among field-based staff working on conflict prevention.

Through the Joint UNDP-DPA Programme on Building National Capacities for Conflict Prevention, 10 countries (Ecuador, Ghana, Guyana, Kenya, Mauritania, Nigeria, Sierra Leone, Sri Lanka, Sudan and Zimbabwe) received assistance in 2007. In several instances, the programme supported the implementation of strategies developed under Framework Team auspices, including through the deployment of peace and development advisers.

Examples of UNDP's 2007 achievements in conflict prevention include:

Bolivia: As part of the Framework Team's assistance to the UN Country Team, UNDP supported the development of a comprehensive approach to dialogue and social cohesion among the country's different groups and regions. This initiative is expected to lead to programmes that can help alleviate the political crisis by building a broader social dialogue, especially on issues relating to the fair distribution of the country's oil and mineral wealth.

Ghana: In the context of the Framework Team's support to the country, UNDP helped the government establish the National Peace Council, the first of its kind in Africa. The new council mediated several domestic conflicts at the invitation of the President of Ghana, and facilitated the presidential candidate selection processes of the two major political parties.

Sierra Leone: UNDP supported Sierra Leone in managing a violence-free political transition in August 2007.

In particular, UNDP provided assistance for building the capacity of the Political Parties Registration Commission to strengthen confidence and dialogue among different levels of political party leadership. These channels were used when tensions arose between the first and second rounds of the presidential vote.

Nigeria: Despite election-related challenges at the national level, Nigeria's President Yar'Adua launched a bold initiative in 2007 to address the violent conflicts in the Niger Delta. UNDP supported the development of an agreement between the United Nations and the Nigerian Government on UN assistance for this initiative. The agreement is expected to be implemented in 2008.

UNDP helped the government establish the National Peace Council in Ghana, the first of its kind in Africa.

Supporting the peace process

Nepal

In 2007, the peace process in Nepal made steady progress in a climate of ongoing political upheaval. Under the leadership of the United Nations Mission in Nepal, UNDP provided support to consolidate the peace process in the following areas:

Registration and verification of Maoist army personnel. Monitoring arms and armed personnel was one of the essential tasks under the Comprehensive Peace Accord. UNDP assisted with the registration and verification of 31,318 Maoist combatants. The beginning of the process urgently required an expert team to register Maoist army personnel who had begun gathering in cantonment sites. Drawing experts from UNDP Afghanistan and Rwanda, UNDP provided the necessary support in a timely manner.

Constitutional reform. In support of the peace process in Nepal, UNDP launched a project to improve the understanding and readiness of key national actors and the public at large to participate in the constitution-building process. The project provided policy advice and technical support to a wide range of national actors, including political leaders and civil society groups, and organized a series of national conferences on topics such as building a constitution, federalism, and human rights.

Electoral support. As the body legally mandated to manage the Constituent Assembly election, the Election Commission of Nepal played a critical role in the peace process. In collaboration with the United Nations Mission in Nepal, UNDP provided capacity-building and technical support to the commission and established the Electoral Observation Resource Centre to support international and domestic observers to the Constituent Assembly election. Looking ahead, UNDP is developing a three-year project with the Election Commission to strengthen its capacity to organize general and local elections that will be required under a new constitution.

Nepal © UN Photo/Nayan Tara

Public engagement in peacebuilding. One of the key challenges for sustainable peace in Nepal is enhancing ordinary people's engagement in the peacebuilding process. UNDP partnered with the British Broadcasting Corporation (BBC) World Service Trust to produce a series of radio discussion programmes, 'Sajha Sawal' (Common Questions). Tapping into a network of 20,000 community-based organizations that UNDP has developed across the country, the programme provides ordinary people from rural communities with an opportunity to ask questions to senior political leaders about the peace process. The programme is widely broadcasted through the BBC Nepali Service and its network of 35 partner stations and a private television station.

GLOBAL INITIATIVES

Collaboration with sub-regional organizations in the area of conflict prevention and peacebuilding increased in 2007. In June, UNDP, in partnership with the UN Department for Economic and Social Affairs and with the support of the Organization of American States, brought together national experts in conflict prevention and peacebuilding from the Central American and Caribbean sub-regions to share experiences and best practices. This exercise is expected to lead to several country-specific programmes and a sub-regional initiative to support country-level activities in 2008.

LESSONS LEARNED

The significant challenges to building lasting peace in several situations in 2007 highlighted new areas for emphasis in 2008 including:

- **The induction and training, at both the national and international levels, of specialists capable of supporting the development and implementation of highly sensitive conflict prevention initiatives.** In Kenya, for instance, such specialists could have led to the early establishment of local capacities to manage conflict in those areas that subsequently witnessed the worst violence following the December 2007 elections.

- **A more explicit focus, even in post-conflict situations, on building specific internal mediation capacities.** For example, in Sierra Leone, the Political Parties Registration Commission, with UN support, effectively served as an intermediary between the political parties running for national election. Conversely in Sudan, no internal capacity existed to complement international mediation efforts. In response to this need, UNDP is now supporting an initiative to develop an autonomous capacity of this nature.

- **The need to further develop specific and substantive knowledge on the best strategies for engaging recalcitrant national actors, and for dealing with profound historical complexities on issues such as conflicts over natural resources and the management of political transitions in polarized societies.** Such practical knowledge will greatly enhance the effectiveness of advisers and specialists deployed on the ground.

Rule of law

Experience has shown that strengthening the rule of law is fundamentally a developmental process, requiring a sequenced approach and long-term investment—even during conflict or its immediate aftermath. Its objective in conflict and post-conflict situations is to strengthen the capacity of national institutions and stakeholders to prevent and bring an end to human rights violations, insecurity and impunity. At the same time, the rule of law is also critical in creating a safe and secure environment in which recovery can take place and democratic governance is revived.

Uganda © UNICEF/HQ04-1159/Roger LeMoyne

COUNTRY SUPPORT

BCPR provided support and technical assistance for rule of law programmes in 10 countries in 2007: Bosnia-Herzegovina, the Central African Republic, Croatia, Chad, Guinea-Bissau, Guatemala, Sudan, Somalia, Tanzania and Timor-Leste. In these countries, programming worked to strengthen women's security and access to justice, support capacity development of justice and security institutions, and build confidence between judges, lawyers and beneficiary communities. In Timor Leste, for example, 11 judges, seven public defenders and nine prosecutors were appointed in June 2007. These appointments are significant as the justice system has so far been staffed with international judicial professionals.

Haiti © UNICEF/HQ05-1933/Roger LeMoyne

COUNTRY EXAMPLE:

Central African Republic

Strengthening the rule of law

More than two years after elections that completed the process of democratic transition, the Central African Republic must still contend with ongoing armed conflict in parts of the country, widespread poverty and weak infrastructure—all of which have seriously eroded the capacity of national and local institutions to ensure the rule of law. The justice system's inability to fight impunity is causing a crisis of trust among the population.

In response, and working with partners at all levels, UNDP has embarked on a new comprehensive Rule of Law Programme to empower national institutions, communities and civil society to address immediate needs, while also laying the foundation for long-term recovery. Funding for this programme was received from France and the Netherlands in 2007 through the BCPR-managed Thematic Trust Fund for Crisis Prevention and Recovery. At the central level, the programme will work with the national institutions that are of immediate relevance to the protection of civilians and the administration of justice, i.e. the Ministry of Justice, the police and prisons. At the community level, the programme will work with local rule of law institutions, traditional leaders and civil society to address the immediate protection and security needs of communities. Particular attention will be paid to access to justice for survivors of sexual violence. As part of its coordination efforts with other UN bodies and the donor community, UNDP chairs monthly meetings of the Rule of Law Thematic Group and organizes weekly technical level meetings in Bangui.

GLOBAL INITIATIVES

UNDP strengthened its capacity for supporting efforts to assist countries in building and reforming rule of law institutions in conflict and post-conflict situations. New capacity included additional staffing in BCPR and active engagement of inter-agency mechanisms, specifically the UN Rule of Law Coordination and Resource Group, the Inter-Agency Standing Committee Protection Cluster Working Group and the Inter-Agency Task Force on Security Sector Reform.[3]

This new capacity was also situated within a wider corporate context through a new global programme on strengthening the rule of law in conflict and post-conflict situations. Aligned with UNDP's new strategic plan, this global programme will provide technical and policy support to 17 countries during the period 2008-2011.[4] The programme focuses on five key areas:

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

LESSONS LEARNED

UNDP has identified five key lessons based on its experience in rule of law programming.

- **Engage early.** UNDP needs to initiate rule of law activities as early as possible in a humanitarian setting. Doing so empowers government institutions, civil society and displaced populations to respond to the immediate needs related to security, justice and impunity, while also laying a foundation to boost rule of law institutions in the recovery phase.

- **Catalyze national ownership.** Important ways to promote national ownership include cultivating constructive relationships with local partners, listening carefully to them, and recognizing and reinforcing their capacity to 'build back better'.

- **Promote women as leaders of recovery.** Because women bear the brunt of violence—whether from abusive security forces, police, or their partners—they are also the strongest force for change. Women as police, lawyers, judges, prosecutors and parliamentarians bring a powerful new dimension to the quest for justice and security.

- **Allow time to improve security.** UNDP provides a bridge between peacekeeping operations and long-term efforts designed to support good governance. Strengthening the ability of people and institutions to prevent, counter and recover from violence and insecurity is an ongoing process, which may require decades of investment and commitment.

- **Coordination efforts should be guided by realities on the ground.** The UN system's efforts to deliver as a unified team work best when driven by in-country coordination mechanisms under the UN Resident Coordinator or Special Representative of

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[3] During 2007, global staffing capacity was increased to six professional staff, including three new positions. This staffing capacity will not increase at global level.

[4] Afghanistan, the Central African Republic, Chad, Colombia, the Democratic Republic of the Congo, Guatemala, Guinea-Bissau, Haiti, Iraq, Liberia, Nepal, Serbia, Sierra Leone, Somalia, Sudan, Timor-Leste and Uganda. There is flexibility to provide support to other countries as well.

the Secretary-General. What really matters is how the UN missions and Country Teams come together and work with host governments, civil society and non-governmental organizations.

Armed violence reduction, small arms, mine action and cluster munitions

COUNTRY SUPPORT

UNDP provided technical and financial support to more than 20 countries on **small arms control and armed violence reduction**. To reduce the demand for weapons, UNDP empowers communities to identify and address issues that threaten their security (such as the presence of weapons, violence against women and girls, or lack of access to justice). This community security approach was applied in 2007 in Jamaica, Kenya, South Sudan, the former Yugoslav Republic of Macedonia and Kosovo, and is expected to be scaled up during 2008 and beyond.

2007 saw the official launch of the Central America Small Arms Control project to support Central American governments in addressing small arms-related issues. UNDP also assisted nine national small arms and light weapons commissions from the Economic Community of West African States to launch surveys to assess the scope of the small arms problem in the region. In addition, UNDP worked with the West African Action Network on Small Arms, assisting 15 national civil society coalitions with campaigns to encourage Member States to ratify the Economic Community of West African States Small Arms Convention.

Iraq © Sean Sutton/MAG

UNDP provided direct technical assistance to 37 national **mine action** programmes. Support included: assessing the humanitarian and development impact of landmines in Angola, Cambodia and Lebanon; providing technical assistance and training for national authorities and local organizations in Angola, Iraq, and the Lao People's Democratic Republic; assisting national authorities in coordinating mine action programmes; supporting countries in meeting their treaty obligations under the Anti-Personnel Mine Ban Treaty (with targeted activities in Burundi and Sudan to ensure support to their successful compliance with Article 4 of the treaty, i.e., destruction of stockpiles of anti-personnel mines within four years of entry into force); and developing, in collaboration with national partners and other stakeholders, a plan for the phased withdrawal of UN support in Albania, Jordan, Mauritania and Yemen as a result of successful capacity development efforts.

UNDP seeks to accelerate mine action activities in countries where a concerted effort and an investment of up to USD 10 million could solve the landmine problem within stipulated international treaty deadlines. For instance, UNDP mobilized resources for Malawi and Zambia to help them fulfill their mine clearance obligations under Article 5 of the Anti-Personnel Mine Ban Treaty.

GLOBAL INITIATIVES

UNDP has prioritized the implementation of the Geneva Declaration on Armed Violence and Development. The Declaration, adopted in June 2006 with support from 42 countries, aims to reduce armed violence and

COUNTRY EXAMPLE:

Yemen

Eliminating the impact of landmines

Yemen has a proven track record on mine action: from its ratification of the Ottawa Landmine Ban Treaty in 1998 to its commitment to complete the destruction of its stockpile of anti-personnel landmines and the passing of relevant legislation. In 2003, Yemen also became the first nation in the Arab States region to shift from UN execution to national execution of its mine action programme. Its comprehensive nation-wide landmine survivor assistance programme further supports its efforts in this area.

Within this context, the goal of the second phase of the UNDP-sponsored mine action programme (2003-2007), implemented by the Yemeni Executive Mine Action Centre (YEMAC), was to further strengthen national mine action capacity. The YEMAC is now staffed entirely by Yemenis, except for two Afghani experts. Headquartered in Sana'a and with regional offices in Aden and Mukalla, YEMAC has sections devoted to operations, planning, training, finance and logistics, and mine risk education and victim assistance.

National mine action standards. **International mine action standards have been translated into Arabic and adapted to the national requirements of Yemen. These Yemeni National Mine Action Standards are a potential model for other Arabic-speaking national programmes.**

National Training Centre. **To further enhance the capacity of YEMAC, a National Training Centre was established in Aden with room to run four classes simultaneously.**

Mine detection dog capacity. **The YEMAC has established a mine detection dog capability, including a small local breeding programme. The dogs are used for mine clearance, technical surveying and quality assurance. YEMAC currently has 18 fully equipped and operational mine dog teams.**

Through these efforts, the programme has made significant progress in eliminating the impact of landmines and other unexploded ordnance of war in Yemen with more than 201,500 devices destroyed since 1999.

Kenya © Julius Mwelu/IRIN

improve human security worldwide by 2015. During 2007, UNDP provided expert advice, logistical support and funding to translate the Geneva Declaration on Armed Violence and Development into plans and pro-grammes at the regional and national levels.

In close collaboration with the core group of interested states on the Geneva Declaration, UNDP supported efforts that resulted in regional endorsements for the Declaration.[5] In Latin America, 12 countries met on 23-24 April 2007 in Guatemala City and adopted the Guatemala Regional Declaration on Armed Violence and Development. At a meeting on 30-31 October 2007 in Nairobi, 27 countries adopted the Africa Declaration on Armed Violence and Development. These countries also declared their support for the Geneva Declaration on Armed Violence and Development, taking the total number of signatories to more than 70 countries.

UNDP is seeking to build similar regional support in the Asia-Pacific region and among Arab states. The goal for the September 2008 ministerial summit in Geneva is to have more than 100 government signatories to the Geneva Declaration and corresponding regional declarations.

UNDP co-chaired the Task Team on Security and Development of the Development Assistance Committee of the Organization for Economic Co-operation and Development, which is developing operational guid-ance on armed violence reduction. The guidance will build on existing tools to help practitioners and donors address conflict and security related issues as part of their development assistance programmes. It will not only focus on the issue of armed violence and arms availability, but also will ensure that these approaches address underlying developmental factors driving armed violence.

In October 2007, recognizing that the small arms community had not yet developed a set of internationally recognized standards for practitioners and policy makers in this area, the UN Coordinating Action on Small Arms endorsed a proposal by UNDP to develop International Small Arms Control Standards. Since then, an advisory group co-chaired by UNDP and the UN Office for Disarmament Affairs has been established, and the process to develop such standards has been initiated in partnership with other members of Coordinating Action on Small Arms.

In partnership with James Madison University, UNDP trained senior managers of national mine action pro-grammes from 17 countries and facilitated South-South cooperation through its Mine Action Exchange Programme. For instance, in July 2007, four members of the Mauritania Mine Action Programme visited the

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[5] The members of the core group are Brazil, Guatemala, Finland, Indonesia, Kenya, Morocco, the Netherlands, Norway, Spain, Switzerland, Thailand and the United Kingdom.

Afghanistan © UN Photo/UNMACA

Jordan Mine Action Programme to learn from Jordan's experience with mechanical demining and the 'raking' technique.

At the inter-agency level, UNDP worked with its partners to advance the UN policy on cluster munitions. As a result, in September 2007, UN organizations agreed on a common position calling for the prohibition of the production, use, transfer and stockpiling of cluster munitions that cause unacceptable harm to civilians.

Despite repeated calls for action in addressing the horrendous impact of cluster munitions on civilians, there was slow progress by Member States toward the Convention on Certain Conventional Weapons. In response, Austria, Ireland, Mexico, New Zealand, Norway and Peru launched a separate initiative in February 2007 to address the humanitarian and development impact caused by cluster munitions. Subsequently, 46 Member States, civil society groups and international organizations gathered in Oslo in February 2007 to "conclude by the end of 2008 a legally binding instrument that will prohibit the use, production, transfer and stockpiling of cluster munitions that cause unacceptable harm to civilians." UNDP has had a significant role in drumming up international support for this initiative. For example, with donors' assistance, its sponsorship programme for developing countries enabled more than 250 delegates from states affected by cluster munitions to participate in regional and international conferences in Austria, Costa Rica, Peru and Serbia, all of which took place during 2007. In addition, UNDP worked closely with the Government of Ireland on the Diplomatic Conference on Cluster Munitions in Dublin, which culminated in the endorsement of a Convention on Cluster Munitions in May 2008.

With donors' assistance, UNDP's sponsorship programme for developing countries enabled more than 250 delegates from states affected by cluster munitions to participate in regional and international conferences.

LESSONS LEARNED

A number of key insights emerged from UNDP's efforts in 2007:

- Efforts toward the elimination of cluster munitions and landmines have made the greatest headway when articulated in terms of their economic and social impact on a country's development.

- When given the support they require, national officials and civil society—especially women—have been the most ardent champions of initiatives to remove weapons of war and also their most effective implementers. Sustained efforts should therefore continue to build relevant national capacities, with a greater focus on women.

- Community security approaches to armed violence reduction should be further explored and developed: these include better community-police relations; stronger local conflict management mechanisms; the protection and empowerment of women; and strengthened access to justice.

Disarmament, demobilization and reintegration (DDR) of ex-combatants

COUNTRY SUPPORT

UNDP provided DDR support to 13 countries: Afghanistan, the Central African Republic, Côte d'Ivoire, the Democratic Republic of the Congo, Guinea-Bissau, Haiti, Indonesia (Aceh), Nepal, Niger, the Republic of Congo, Serbia, Sudan and Somalia.

UNDP undertook several joint missions in 2007 that brought together expertise on DDR, rule of law, gender and early recovery. For instance, in Kosovo, UNDP provided DDR expertise to a rule of law initiative conducted jointly with NATO (North Atlantic Treaty Organization) and the Organization for Security and Cooperation in Europe. The DDR of ex-combatants was similarly integrated with rule of law efforts in Guinea-Bissau in close partnership with the European Commission.

GLOBAL INITIATIVES

UN inter-agency collaboration on DDR of ex-combatants continued to expand, focusing on the UN's capacity to provide timely DDR expertise to post-conflict countries. For instance, UNDP, the United Nations Joint Programme on HIV/AIDS (UNAIDS) and the UN Population Fund have worked to strengthen the knowledge of local actors on HIV/AIDS prevention and care in Côte d'Ivoire, the Democratic Republic of the Congo, Nepal and Sudan. UNDP, the UN Department of Peacekeeping Operations (DPKO) and UNICEF assisted with the development of a national strategy for DDR in Sudan and helped design four programmes for the north, south, east and Darfur. To facilitate the smooth operation of the integrated DDR unit in Sudan, UNDP and DPKO concluded a memorandum of understanding on operational arrangements.

In addition to providing two full-time staff, UNDP hosts the secretariat of the Inter-Agency Working Group on DDR, which is co-chaired by DPKO and UNDP. During the last three years, the Inter-Agency Working Group on DDR has achieved several milestones, including the development and roll out of the International DDR Standards and an integrated approach towards country programming.[6]

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[6] The International DDR Standards are hosted at the UN DDR Resource Centre. Their contents are reviewed periodically. For more information see http://www.unddr.org.

East Sudan

Towards the restoration of security

The disarmament, demobilization and reintegration of ex-combatants (DDR) is key to the stabilization of the fragile peace process in Sudan. While DDR activities are not expected to start under the North–South Comprehensive Peace Agreement until 2008, a smaller but strategically important demobilization process began in Eastern Sudan in 2007.

In October 2006, the Sudanese Government of National Unity and the Eastern Front, composed of the rebel groups Beja Congress and Rashaida Free Lions, signed a peace agreement ending a decade of fighting in Eastern Sudan. The agreement, known as the Eastern Sudan Peace Agreement, made provisions for the DDR of ex-combatants.

With BCPR funding, the first phase of the demobilization began in June and was completed by 31 December 2007. In total, 1,700 members of the Eastern Front were demobilized, offered HIV awareness, and given support to reintegrate into society, such as vocational training. The second phase, slated to begin in 2008, is expected to demobilize an additional 1,200 ex-combatants allied with the Sudanese Government Armed Forces.

The successful disarmament and demobilization of the Eastern Front combatants has directly contributed to continued stability and security in the region. It also opened the door for a broader post-conflict recovery intervention that UNDP, together with the three East Sudan State governments and other UN partners, will launch in 2008. Finally, the initiation of DDR in East Sudan has provided important lessons for the larger, more complex North–South DDR that is planned for 2008.

Sudan © UNICEF/Christine Nesbitt

An international DDR Training Group, composed of renowned national and international DDR training institutes, was created to train national managers of DDR programmes on the International DDR Standards. UNDP also supported six training courses and two in-country courses for UNDP staff and national counterparts.

LESSONS LEARNED

The following lessons emerged from UNDP's DDR work in 2007:

- **South-South cooperation is key.** For example, registration experts from the Afghanistan DDR programme successfully helped train Nepalese registration officers.

- **The disarmament of ex-combatants can only be sustainable if these ex-combatants are given the means to reintegrate back into their communities and the society at large.** Efforts to link DDR with broader early recovery assistance require particular attention. In 2008, UNDP and the International Labour Organization will study a selected number of countries where UNDP has supported economic reintegration programmes. These studies will draw lessons that will be applied in several countries where a UNDP-supported DDR programme is ongoing.

- While **inter-agency collaboration on DDR has expanded over the last years, it still requires significant human resources**, time and financial investment to continue building on past achievements.

VIII | Achievements in disaster risk reduction and recovery

The last decade has been marked by escalating economic losses and human devastation caused by natural disasters. In 2006 alone, 426 disasters occurred in 108 countries, affecting 143 million people and causing USD 34.6 billion in economic losses. Disasters exact an enormous toll not only on lives, but also on livelihoods, homes, basic social services and community infrastructure. Moreover, the destruction typically has a disproportionate impact on the poorest and most vulnerable populations, including women, children, youth and the elderly.

Both large-scale and localized recurrent disasters associated with natural hazards erode development gains and compromise a country's prospects for achieving the Millennium Development Goals (MDGs). Disaster reduction efforts not only minimize losses but also encourage development and promote achievement of MDG targets. Disaster reduction promotes better health and education by protecting important infrastructure such as schools and hospitals; it promotes poverty reduction by protecting economic activities and assets; and it promotes gender equality by empowering women in disaster recovery and reduction initiatives.

Disaster risks need to be managed as an integral part of development. This entails understanding and identifying the risk factors that cause disasters such as the exposure and vulnerabilities of society to natural hazards. High-risk countries need the capacity to put in place measures to reduce these risks, such as early warning systems, building codes or disaster-sensitive local development plans. The rush for growth can trigger haphazard urban development that increases the risk of large-scale fatalities during an earthquake. Trends such as increasing human settlement and investment in high-risk coastal areas are placing greater numbers of people and economic assets in danger of being affected by cyclones, storm surges and flooding, especially given the prospect of climate change.

Country support

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

Sudan © UN Photo/Stuart Price

with partners to implement and strengthen disaster risk reduction in accordance with the framework. The five priority areas are:

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

UNDP's efforts focus on the national and sub-national levels, where it assists governments in implementing disaster risk reduction activities. During the past 10 years, UNDP has worked with national governments in more than 50 high disaster-risk countries, such as Armenia, Azerbaijan, Barbados, Colombia, Ecuador, India, Indonesia, Madagascar, Malawi, Mozambique, Pakistan, Syria, Tajikistan and Viet Nam.

UNDP's disaster reduction advisers are present in 13 high-risk countries, providing technical advice and support to national governments.

In these countries, UNDP has established working relationships with relevant government counterparts and has dedicated staff to anchor disaster risk reduction activities. UNDP disaster reduction advisers are present in 13 high-risk countries, providing technical advice and support to national governments.[7] In addition to these experts, UNDP has placed a disaster reduction adviser in each region to roll out UNDP's programme portfolio in the region, promote information exchange between countries and offer technical advice. For example, in the Latin America and the Caribbean region, a joint regional project involving UNDP and the European Community's Disaster Preparedness Programme focuses on disaster risk reduction in Andean capital cities, including Bogota, Caracas, La Paz, Lima and Quito. These cities endorsed the La Paz Declaration, which outlines a set of mutual assistance mechanisms for reducing disaster risks. The Declaration also reaffirms their commitment to promote the implementation of South-South cooperative initiatives.

[7] Armenia, Barbados, Ecuador, Guatemala, Indonesia, Iran, Kyrgyzstan, Madagascar, Malawi, Mozambique, Pakistan, Sri Lanka and Syria.

The national context, such as levels of disaster risk and vulnerability, dictate all country level activities. UNDP's engagement at the country level can be classified in two categories.

The first category refers to countries where UNDP is working with the national governments to establish disaster reduction as a national priority and strengthen basic institutional structures for disaster preparedness. In these countries, UNDP has supported the government in devising a solid institutional and legal basis for disaster risk reduction and strengthened key government institutions.

Establishing disaster risk reduction as a national priority

Lacking both a centralized disaster management mechanism and strategy, the Government of **Bosnia and Herzegovina** requested UNDP's assistance to address these gaps. In response, UNDP helped launch the Disaster Risk Reduction Project in 2007. The project consists of three activities: developing a draft state law on disaster risk reduction; establishing a national headquarters for disaster risk reduction; and providing training to government counterparts and other national actors. The draft disaster risk reduction law was forwarded to the Council of Ministers for their approval in 2007 and to Parliament for adoption in 2008. Adoption of the law will clear the way for the establishment of a coordination body on disaster management.

UNDP and its partners worked with the Government of the **Republic of the Congo** to design and implement a disaster risk reduction programme. This programme focuses on the local level, providing local community representatives with training on basic techniques to prevent and mitigate natural disaster risks and their consequences. As part of this effort, UNDP helped establish 10 risk reduction committees at the local level. Two more will be established in 2008 to address deforestation in Dolisie and Ouesso.

The **Kyrgyz Republic** experiences frequent floods, mud and landslides, and other natural hazards that annually cause USD 35 million in damage—four to five times the budget of the Ministry of Emergencies. The country's 2007-2010 Development Strategy notes the importance of disaster risk management, but additional capacity is needed. In response, UNDP facilitated the establishment of 40 Rural Rescue Teams, as well as municipality preparedness and response plans that are now being incorporated into local development plans. UNDP also supported training for municipal authorities. One by-product of the nation's ongoing decentralization process is the need to create local risk management capacities that keep apace with the decentralization process. To this end, UNDP is helping develop a programme with the National Agency for Local Self-Governance and the Ministry of Emergencies to assist with the financial and resource mechanisms necessary to respond to increased disaster risk reduction activity at the local level.

A powerful, magnitude 7.9 earthquake struck **Peru** on 15 August 2007, causing catastrophic damage in the city of Pisco and seriously affecting Canete, Chincha and Ica. In Pisco, approximately 85 percent of the housing was damaged, while in Ica province 60 percent of the housing in poor areas was destroyed, leaving an estimated 170,000 people homeless. As part of the response, the Government of Peru established FORSUR, a national entity to manage and coordinate reconstruction and rehabilitation efforts for the affected areas.

As part of the UN emergency response and early recovery efforts, UNDP provided support at three levels: at the national level through technical assistance to FORSUR, ministries and public institutions responsible for the emergency activities; at the community level, through technical assistance to three provincial municipalities; and at the UN inter-agency level through support for coordination efforts.

UNDP's interventions helped strengthen relations between FORSUR and the sectoral ministries responsible for housing and education. It also helped fortify the skills of national and local government authorities in policy formulation, land zoning and risk management.

In 2008, UNDP will continue to support Peru's long-term recovery and rehabilitation efforts.

UNDP also works with a second category of countries that have already established disaster risk reduction mechanisms but are furthering their efforts by working to incorporate disaster risk reduction in key development sectors and at all administrative levels.

Bolstering existing disaster risk reduction capacity

In **Maldives**, it took the 2004 Indian Ocean tsunami to highlight the risks posed by natural disasters. A country that had witnessed sustained growth thanks to its tourism and fisheries industries, Maldives saw two decades of development nearly wiped out overnight. In response, disaster risk reduction was included as an integral part of UNDP's support to the government's post-disaster recovery efforts. The country now has an institutional framework for disaster risk management at the national, sub-national and local levels and has established a National Disaster Management Center. With UNDP's support, the early warning system has been strengthened as well as emergency operations centres at the national and sub-national levels. The country also has its first-ever disaster risk study, which will inform future investments in development and disaster reduction. In the coming years, UNDP will work closely with the Government of Maldives to further strengthen capacities of the newly established disaster risk management institutions, with a special focus at the community level.

El Salvador regularly experiences significant natural disasters. In the last 20 years, 12 large-scale disasters have affected more than 2.7 million people, caused more than 4,300 fatalities and led to USD 4 billion in losses. UNDP, along with other UN organizations, helped government authorities develop a new initiative to respond to local disaster risk reduction needs and operationalize risk monitoring systems. UNDP also worked with the Environment Ministry, the National Service for Territorial Studies and the Municipality Corporation of El Salvador to develop a National Report on Risk Reduction.

Senegal © UN Photo/Evan Schneider

Major policy developments

LINKING DISASTER AND CLIMATE RISK MANAGEMENT

2007 was a turning point for climate risk management. A combination of major developments brought climate change and the role of climate in human development to the forefront of the policy debate and public consciousness. One of these developments was the publication of the UNDP 2007/2008 Human Development Report, 'Fighting Climate Change: Human Solidarity in a Divided World'. According to this report, there are clear indications that the climate is changing due to human activity and will continue to do so. Climate change is already a major factor for human development and its most significant impacts are yet to come.

UNDP is committed to supporting developing countries in responding to climate change concerns as part of their overall sustainable development efforts. UNDP took a number of steps in this direction, not the least of which was developing a four-year action plan for 2008-2011 to reduce risks associated with climate variability and change in 35 high-risk countries.[8]

In partnership with the International Research Institute for Climate and Society at Columbia University, UNDP aims to strengthen the ability of countries at risk to manage climate variability against a backdrop of climatic and socio-economic change. Part of this initiative is the identification of climatic patterns and trends affecting countries in their efforts to achieve the MDGs. In April 2007, a landmark regional workshop in Kathmandu 'Managing Risks of a Changing Climate to Support Development' brought together disaster and environment practitioners—representing a crucial step towards integrated management of climate variability and adaptation.

This work at the global level is also strengthening UNDP's efforts at the country level, where the organization is identifying ways to protect communities at risk by working closely with the affected governments to introduce simple, cost-effective interventions. UNDP is helping governments to 'climate-proof' the MDGs, assisting developing countries in building environment, energy and climate risk management considerations into the foundations of their efforts to reach the MDGs. In 2007, results included:

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[8] This initiative is co-led by UNDP's Bureau for Development Policy and BCPR.

- In the **Caribbean**, UNDP helped small-island developing states assess how climate change affects their economic development;

- In **Bangladesh**, UNDP worked across ministries to identify where coastal areas' early warning systems needed strengthening in light of potentially increased risks of storm surges and coastal flooding; and

- In **Mozambique**, UNDP assisted the government in strengthening national risk identification systems and institutional and legislative systems for disaster risk reduction.

LINKING DISASTER RISK REDUCTION WITH LONG-TERM DEVELOPMENT

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

- Integrating disaster risk reduction into other UNDP priority areas (energy and environment, poverty reduction and democratic governance) as well as other central cross-cutting issues, including climate change and gender;

- Building capacities to integrate disaster risk reduction at the national level through the development of tools, such as tailored training packages and practical case studies; and

- Promoting harmonization of disaster risk reduction approaches with key partners, including the World Bank, the International Strategy for Disaster Reduction and the ProVention Consortium.

Results in 2007 included:

- **Malawi** ranks 164 (out of 177) in the 2007/2008 Human Development Index and is extremely vulnerable to natural disasters. UNDP developed a programme to address the need for better emergency management capacities and the effective integration of disaster risk reduction into national development policy and planning. UNDP helped the Government of Malawi's Department of Disaster Management Affairs and the Ministry of Finance develop an in-depth national study on economic and financial incentives for disaster risk reduction. Highlighting the need to allocate resources more effectively for disaster risk reduction efforts, the study has been instrumental in prioritizing this issue on the government's agenda.

- In 2006, the Royal Government of **Bhutan** issued its National Disaster Risk Management Framework. To implement this framework, the government, with technical support from UNDP, convened a series of consultations in 2007. These brought together stakeholders from across the government, with strong involvement from sectoral ministries (including health, finance and irrigation). These consultations resulted in a clear articulation of the 2008 strategy, which includes the creation of an inter-sectoral working group on funding modalities. Led by the Ministry of Finance, the working group will ensure the implementation of the framework at both national and local levels.

As part of its Global Mainstreaming Initiative, UNDP launched a programme in 2007 to explore the complex relationship between natural disasters and conflicts. This programme is described below.

The conflict-disaster interface programme

Disasters and conflicts often co-exist in the same country, which can have a major impact on the approaches required to deliver successful prevention and recovery programmes. This was evident in the Democratic Republic of the Congo (after the 2002 volcanic eruption in Goma) and Sri Lanka (after the 2004 tsunami). In an effort to understand better the relationship between disasters and conflicts in these scenarios and to develop more robust approaches to programming in such contexts, UNDP launched a groundbreaking study, which will be finalized in 2008.

In 2007, the study was conducted in nine countries across four regions: Bolivia, Haiti, Indonesia, Kenya, Kyrgyzstan, Papua New Guinea, Sri Lanka, Sudan and Zimbabwe.

The initial findings include:

- The national and international response to a crisis (both disasters and conflicts) in interface scenarios can have a major impact on the scale and protracted nature of the crisis.
- Clear relationships do exist between disaster and conflict. These relationships are complex and inherently unique. They are not causal in nature but can be influenced by a range of factors, including environmental and economic realities.
- The impact of environmental factors will expand as the impact of climate change increases.
- In the majority of observed cases, the combination of disaster and conflict, along with other factors, can generate a downward spiral of increased vulnerability and risk.

UNDP's approach to dealing with this issue is highly context-specific, building on each UNDP country office's capacity and knowledge of disaster and conflict risks and impacts. An increasing number of UNDP country offices are undertaking innovative programme approaches to crisis prevention and recovery issues. Although largely in the formulation or pilot stages, these have the potential to impact positively on the relationship between disasters and conflicts. For example, in Kenya, UNDP is supporting a pilot project focusing on the linkages between armed violence and disaster risk reduction in pastoral communities. It is hoped that this approach will help reduce both the risk of violent conflict and the vulnerability to natural hazards such as floods and droughts among these communities.

Global partnerships and initiatives

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

INTERNATIONAL STRATEGY FOR DISASTER REDUCTION SYSTEM

In the context of the Hyogo Framework of Action, the ISDR is a key mechanism for coordinated disaster reduction work around the world. A recent reform effort of the system is further enhancing coherence and targeted support for country disaster reduction priorities. UNDP is actively engaged in the global governance structures of ISDR, consisting of a Global Platform in which international and regional organizations, Member States and other partners are represented; a Programme Advisory Committee to oversee the ISDR workplan; and a Management Oversight Board, which is chaired by the Under-Secretary-General for Humanitarian Affairs with the United Nations Development Group, represented by the Director of BCPR, as the Vice-Chair.

Thematic platforms. The ISDR thematic platforms respond to needs identified by the Global Platform, where UN organizations select global best practices and link them with regional and national capacity-building efforts. The Global Risk Identification Programme, the Capacity for Disaster Reduction Initiative, the International Recovery Platform and the initiative on urban risk management are current examples of ISDR thematic platforms led by UNDP.

Launched in 2007, the **Global Risk Identification Programme** is a five-year programme to support national partners in high-risk countries in mapping the factors that cause natural disasters. The programme supported the establishment of nationally-owned disaster loss observatories in nine countries. These observatories document recurrent disaster losses and help identify future disaster risks. A working group mandated to develop disaster loss standards has been established and risk assessments have been initiated in Chile, Mexico, Nepal and Peru.

Conceived in 2007, the **Capacity for Disaster Reduction Initiative** is a joint programme of UNDP, the ISDR Secretariat, and the United Nations' Office for the Coordination of Humanitarian Affairs. Its goal is to increase capacity development for disaster risk reduction at the global, regional and local levels. This initiative builds on the UN Disaster Management Training Programme (1990-2006), which trained UN, government and civil society professionals and organizations.

The programme reviewed and synthesized 20 capacity assessment tools available online for governmental counterparts, non-governmental organizations, donors and UN staff. The programme developed and tested a disaster risk reduction overview course for practitioners and supported the UN Country Teams in Algeria and the Philippines. In the Philippines, in collaboration with the Humanitarian Futures Programme of London King's College, the programme carried out an organizational assessment of the UN Country Team with a view to improve its planning for and response to natural disasters.

As part of the **International Recovery Platform** and with support from the Government of Japan, UNDP launched a regional programme for earthquake risk reduction, preparedness and recovery in five high-risk countries in the South Asia region in cooperation with the Secretariat of the South Asian Association for Regional Cooperation.[9] Programme implementation is well underway in Bhutan, India, Nepal and Pakistan, where it focuses on local-level earthquake risk reduction. The regional component of the programme provides technical support to the various national programmes and facilitates exchange of experiences and good practices.

As part of its global advocacy agenda for **urban disaster risk management**, UNDP helped establish the Global Forum for Urban Risk Reduction, which was endorsed by a wide range of stakeholders as a thematic cluster of the Global Platform.[10] Ongoing initiatives were strengthened in Asia, Latin America and the Arab states. For instance, in the Arab states, the municipality of Amman made significant progress in developing a risk profile for the city that will guide earthquake risk reduction actions.

GLOBAL FACILITY FOR DISASTER RISK REDUCTION

The establishment by the World Bank of the Global Facility for Disaster Risk Reduction has created opportunities for further institutional cooperation in the following areas:

Post-disaster needs assessment. Within the framework of the International Recovery Platform and the Cluster Working Group on Early Recovery, UNDP is collaborating with the World Bank and the European Commission on the development and application of a post-disaster needs assessment methodology. The post-disaster needs assessment complements the economic analysis of disaster impacts undertaken by the Work Bank. Developed in collaboration with the UN Economic Commission for Latin America and the Caribbean, this methodology assesses the impact of disasters based on information obtained from the affected population. Efforts are currently underway to produce formalized post-disaster needs assessment guidelines and to promote more consistent cooperation between UN organizations and the World Bank in post-disaster needs assessment.

Pre-disaster recovery planning. UNDP is committed to strengthening national capacities for disaster recovery in both pre-and post-disaster contexts. UNDP, the International Labour Organization and the World Bank, under the aegis of the International Recovery Platform, are developing a concept of pre-disaster recovery

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[9] The International Recovery Platform promotes a culture of prevention, mainly by supporting and facilitating the adoption of appropriate recovery practices in high-risk countries. UNDP is the Chair of the Platform Steering Committee and supports its Secretariat.

[10] Through this Global Platform, UNDP partners with the ISDR, the European Commission's Humanitarian Aid Office, the Earthquake and Megacities Initiative, the International Institute for Environment and Development, UN–Habitat (the UN Centre for Human Settlements) and the ProVention Consortium.

planning that will enable governments in high-risk countries to anticipate losses in future disasters and have appropriate financial, institutional and technical resources in place for quicker and more effective recovery.

INTER-AGENCY STANDING COMMITTEE

As a result of UNDP's active engagement, the Inter-Agency Standing Committee Working Group has affirmed the importance for humanitarian partners to address disaster risk reduction.[11] A common understanding was reached that disaster risk reduction should not be dealt with as a separate issue but incorporated into ongoing humanitarian operations, with humanitarian action pursued in a risk-informed manner. The Working Group agreed to prepare a guidance note and to systematically document and share best practices and lessons learned. The Working Group also decided to engage donors on this issue through the Inter-Agency Standing Committee Good Humanitarian Donorship Contact Group.

Sudan © Red Cross/Olav A. Saltbones

UNITED NATIONS DEVELOPMENT GROUP[12]

On 10 April 2007, the Secretary General's Policy Committee tasked the United Nations Development Group with further incorporating disaster reduction into development processes. The United Nations Development Group is chaired by the UNDP Administrator on behalf of the Secretary-General. UNDP is actively engaged in this group to ensure that disaster risk reduction is included in UN country planning and programming frameworks, such as United Nations Common Country Assessments and United Nations Assistance Frameworks.

[11] The Inter-Agency Standing Committee Working Group is composed of the directors of the Emergency Programmes of the Inter-Agency Standing Committee agencies or their equivalent counterparts. It meets on regular intervals three times a year, usually in March, June/July, and November alternating between Rome, Geneva and New York for two and a half days, hosted by agencies on a rotational basis. The Working Group is chaired by the Director of the UN Office for the Coordination of Humanitarian Assistance office in Geneva.

[12] The United Nations Development Group is an instrument for UN reform, created by the Secretary General in 1997, to improve the effectiveness of UN development at the country level. The United Nations Development Group brings together the operational agencies working on development, namely the United Nations Children's Fund (UNICEF), the United Nations Population Fund, the World Food Programme and UNDP.

IX Monitoring and evaluation

After an extensive consultation process, BCPR's monitoring and evaluation system was finalized and approved in December 2007. The system details how BCPR will support UNDP country offices' efforts to strengthen monitoring and evaluation of crisis prevention and recovery. It also lays out BCPR's plan for enhancing its internal effectiveness through strengthened systems for monitoring and evaluating the results of BCPR's direct interventions.

The system addresses the current lack of comprehensive monitoring and evaluation within the crisis prevention and recovery practice. It identifies three levels of monitoring and evaluation: corporate progress against the relevant development outcomes of the UNDP Strategic Plan, as implemented by UNDP country offices and co-funded by BCPR; BCPR's direct contribution to these development outcomes; and BCPR's performance effectiveness.

To receive BCPR's funding, projects must meet minimum requirements in terms of monitoring results frameworks, evaluation plans and details of the related financial and human resources needed. To support efforts to meet these requirements, BCPR is developing tools (including generic indicators) and templates for monitoring and evaluation frameworks and workplans. BCPR also plans to establish a roster of crisis prevention and recovery monitoring and evaluation experts who will be available for UNDP country offices to consult.

To address BCPR's direct contribution to development outcomes and its performance effectiveness, BCPR has established targets for 2008 with associated monitoring result frameworks detailing baselines, indicators of progress, data source, risks and assumptions, and accountability for monitoring. These were monitored by BCPR in June 2008 and will be monitored again in November. The results will inform ongoing management of interventions and annual workplanning.

X | Institutional partnerships

UNDP's work involves consultation and collaboration across the UN system. BCPR ensures the coherence of UNDP's positions related to crisis prevention and recovery and peacebuilding in a range of inter-agency fora. BCPR also coordinates UNDP's participation in crisis prevention and recovery-related fora of the Development Assistance Committee of the Organization for Economic Co-operation and Development. BCPR manages UNDP's partnerships with the World Bank and key leading organizations in the crisis prevention and recovery field. Substantive areas of focus in 2007 included implementation of the integrated mission planning mechanism and peacebuilding. Engagement with the World Bank also remained a priority.

Integrated mission planning

Integrated mission planning is an established mechanism for the UN system to develop a common strategic vision in crisis countries. It also fosters greater consensus and collaboration between the operational arms of the UN in complex conflict situations.

Since the 1990s, the Security Council has called on the UN system to plan and deploy a steadily increasing number of multidimensional peace operations in complex conflict situations. Today, the United Nations has more than 100,000 uniformed and civilian personnel on the ground in 17 ongoing missions. The Department of Peacekeeping Operations (DPKO) usually leads the work of the UN system in this area, and it seeks to work in close coordination with other parts of the United Nations that have operational capacity in these crisis countries. UNDP increasingly works with DPKO and the UN Department of Political Affairs (DPA) on the planning of complex missions.

KEY ACHIEVEMENTS

The UN inter-agency working group on integrated mission planning was reactivated in 2007. UNDP has been a core member of this working group and jointly drafted the guidelines for a new integrated mission planning process to guide UN departments and organizations in joint planning for complex peace operations. In response to country demand, UNDP continues to forge close partnerships with integrated UN missions in such areas as mine action, disarmament, demobilization and reintegration of ex-combatants, rule of law, elections, gender equality and

recovery, while also supporting the re-establishment of national and local governance capacities to stabilize and consolidate peace. As a member of the UN Country Team and as manager of the UN's global Resident Coordinator system, UNDP also supports efforts to link Resident Coordinator functions into integrated mission structures to enhance the effectiveness of the UN presence on the ground.

Integrated approaches to operational planning at the country level are also expanding beyond the specific context of DPKO-led peacekeeping operations. DPA, for example, is using a strategic assessment tool drawn from the integrated mission planning process to guide its inter-agency Integrated Task Force on Somalia. UNDP is a core member of this task force and has worked closely with DPA and other task force members on the strategic assessment of Somalia, bringing to bear its long-standing presence and long-term development focus.

The ongoing efforts for joint assessment in Somalia have highlighted the benefit of applying integrated planning to DPA-managed political missions.

Sudan © Red Cross/Olav A. Saltbones

Peacebuilding architecture

UNDP actively supports the Peacebuilding Commission, a UN intergovernmental advisory body charged with strengthening the overall strategy and coherence of international peacebuilding efforts. UNDP also supports the related new peacebuilding architecture, namely the UN Peacebuilding Support Office and the Peacebuilding Fund, the latter of which UNDP administers on behalf of the Support Office.

KEY ACHIEVEMENTS

Representing UNDP, BCPR is an active contributor to the Peacebuilding Support Office's policy work, and is a standing member of its Contact Group and Senior Advisory Group. BCPR has provided the platform and technical support services to the Support Office to establish its new online peacebuilding community of practice network. This network now connects a wide range of UN practitioners who respond to queries and participate in thematic discussions on peacebuilding. In 2007, UNDP was also actively involved in technical briefings for the members of the Commission and supported it in the development of peacebuilding strategies in Burundi and Sierra Leone.

Sierra Leone

Peacebuilding Fund

Sierra Leone experienced a series of political crises that came to a head with the rebellion and civil war of 1991 and the subsequent collapse of the state. The war lasted more than a decade and only formally ended in January 2002 following the engagement and intervention of the international community. Since then, with support from UNDP and other international partners, Sierra Leone has made significant strides in securing peace and promoting national recovery. Former combatants have participated in a disarmament, demobilization and reintegration programme. Public security has been restored through a restructured security sector. Significant progress has been made in curbing illicit diamond mining. The government's authority has been extended throughout the country and two presidential elections have taken place. However, these achievements remain fragile and need to be consolidated and sustained by systematically addressing the root causes of the conflict and tackling the longer-term development challenges.

To address this need, BCPR, the United Nations Development Group Office and the UNDP Regional Bureau for Africa helped the UNDP country office design and implement seven projects using USD 16 million of a USD 35 million allocation under the Peacebuilding Fund. Among other activities, these projects:

- **Supported elections by assisting the National Electoral Commission to recruit and train more than 37,000 polling staff, who played an important role in the presidential elections;**
- **Supported human rights through strengthening of the National Human Rights Commission, resulting in 50 cases of human rights violations handled and in assistance provided to national authorities on gender-related legislation;**
- **Promoted security through the provision of food, medical supplies, fuel and uniforms for the army, police and prisons prior, during and after the elections; and**
- **Bolstered the rule of law through equipment and training support for the judiciary.**

World Bank

UNDP has maintained its strong engagement with the World Bank as a key strategic partner in crisis prevention and recovery. During 2007, UNDP and the World Bank worked together to: develop and refine an approach to joint post-crisis assessment exercises; harmonize and standardize the partnership around pooled funding mechanisms at the country level; and further explore substantive engagement in statebuilding, disaster risk reduction, management and response, and integrated planning.

UNDP is also an active member of the inter-agency group, working with the World Bank to conclude interrelated, system-wide partnership agreements in 2008: a partnership framework for crisis and post-crisis situations and financial framework agreements in cases where the World Bank may act as a fund administrator with a pass-through grant facility to UN agencies, funds and programmes. UNDP is also working closely with the World Bank to refine pooled fund models (notably Multi-Donor Trust Fund mechanisms) at the country level. This initiative is designed to determine best practice and to support streamlined decision-making and start-up mechanisms for Multi-Donor Trust Fund mechanisms administered by the United Nations or jointly by the United Nations and the World Bank.

XI Conclusion

In 2007, BCPR advanced UNDP's strategic goals, strengthened its support to country offices, and contributed to important global initiatives and partnerships. Key achievements included:

At the country level:

- Established and activated a network of rapid response advisers deployable within days of a crisis; 13 countries received support in their immediate crisis response.
- Provided targeted assistance for conflict prevention and peacebuilding in 36 countries around the world.
- Strengthened women's security in Côte d'Ivoire and the Democratic Republic of the Congo, advanced gender justice in Somalia and Sudan, and promoted women's networks in Colombia, Ecuador, Sierra Leone and Timor Leste.
- Initiated the roll out of a global rule of law programme in 17 conflict and post-conflict countries, with new programmes developed in the Central African Republic, Chad, the Democratic Republic of the Congo and Guinea-Bissau.
- Increased the number of disaster reduction advisers in high-risk countries to 13. These advisers provide expert technical advice and support to national governments.
- Worked with more than 50 countries to identify communities at risk of natural disasters and collaborated closely with the affected governments to introduce simple, cost-effective interventions to reduce the impact of natural hazards and climate change.

At the global level:

- Systematically integrated gender equality across all areas of programming, devoted 15 percent of BCPR's funding allocations and staff time to gender-specific projects, and created a new gender window in the Thematic Trust Fund for Crisis Prevention and Recovery to monitor resources allocated to gender equality.
- With the UNDP Bureau for Development Policy, developed a four-year action plan for 2008-2011 to reduce risks associated with climate variability and change in 35 high-risk countries.
- Incorporated gender in its methodology for analyzing and designing conflict prevention programmes.

- Increased the number of signatories of the Geneva Declaration on Armed Violence and Development to more than 70.
- Provided technical support to an inter-governmental process to develop a legally binding instrument that will prohibit the use, production, transfer and stockpiling of cluster munitions that cause unacceptable harm to civilians. This led to the endorsement of the Convention on Cluster Munitions in Dublin in May 2008.
- Developed a global UNDP policy on early recovery.

Looking ahead:

The achievements of the past year have laid a solid foundation on which to build in the coming year. As we look ahead, BCPR has two main goals: the first is to fully realize UNDP's lead role in early recovery on both the global and country level; and the second is to ensure the newly launched Eight Point Agenda for Women's Empowerment and Gender Equality in Crisis Prevention and Recovery becomes fully operational, particularly at the country level.

Having prioritized these goals, BCPR has also mapped out a path to reach them. A primary focus for the coming year will be to strengthen support to UNDP's country offices. In addition, BCPR will:

1. Improve the predictability, quality and timeliness of services: In order to improve UNDP's services to prevent crisis, reduce risk and facilitate recovery, BCPR needs to expand the newly launched immediate crisis response initiative and strengthen partnerships on the ground.

2. Identify key programme areas: While fostering early recovery and promoting women's security and empowerment remain key areas of emphasis, BCPR will strengthen its support to programmes in disarmament, demobilization and reintegration; disaster risk reduction; and post-conflict needs assessments and recovery planning. It will also build on existing initiatives on conflict prevention, rule of law, economic recovery and armed violence reduction.

3. Boost advocacy efforts: BCPR's advocacy efforts will emphasize both the Eight Point Agenda as well as the crucial link between disaster risk reduction and climate risk management. It will also seek to rally support for the Convention on Cluster Munitions.

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Afghanistan © Manoocher Deghati/IRIN

XII Financial summary

Introduction

The programme areas of the Bureau for Crisis Prevention and Recovery (BCPR) are funded from two main sources: the United Nations Development Programme (UNDP) core budget (referred to internally as Trac 1.1.3) and voluntary contributions to the Thematic Trust Fund for Crisis Prevention and Recovery (CPR TTF). BCPR receives 7.2 percent of UNDP's core budget. For 2007, the amount received was USD 51.9 million. Contributions to the CPR TTF can be made using two modalities: 'earmarked' contributions, which target specific regions and countries; and 'unearmarked' contributions, which enable UNDP to respond flexibly and quickly to country needs in crisis prevention and recovery.

In January 2007, BCPR initiated a new five-year strategy. While BCPR maintains the technical expertise reflected in the previous seven service lines of the CPR TTF (conflict prevention and peacebuilding, recovery, security sector reform and transitional justice, small arms reduction, disarmament and demobilization, mine action and natural disaster) the new strategy aligns BCPR's work with the UNDP Strategic Plan 2008-2011. Four new thematic windows (conflict, disaster, early recovery and gender equality) were created in the Fund to facilitate donor support of the new strategy. Although specific service lines for mine action, security sector reform and transitional justice, and small arms reduction, disarmament and demobilization no longer exist, BCPR continues to prioritize these areas of work. Funding for these issues is now framed within an integrated country support package and channeled through one of the four new windows.

In 2007, UNDP core budget and CPR TTF expenditures were disbursed in 117 countries. Regionally, 29 percent of expenditures went towards programmes in Africa, an increase from previous years, both with regard to core funding (which rose from 21 percent in 2006 to 39 percent in 2007) and CPR TTF (which rose from 25 percent in 2006 to 26 percent in 2007). This reflects BCPR's ongoing efforts to prioritize much-needed resources for this region. Thematically, a strong emphasis was placed on increasing resources for the prevention of both conflicts and natural disasters: 21 percent of core funding expenditures went to prevention activities, compared to 12 percent in 2006.

Contributions

Total contributions to BCPR amounted to USD 151.1 million. Contributions received through the CPR TTF totaled USD 99.2 million. Out of this amount, USD 34.5 million, equivalent to 34.7 percent of contributions, was unearmarked—representing a USD 10.4 million increase in unearmarked funds since 2006. This number reflects BCPR's consistent efforts to increase unearmarked support to the CPR TTF. Eight donors contributed unearmarked funding in 2007: Canada, Denmark, Germany, Norway, Spain, Sweden, Switzerland and the United Kingdom.

Total Unearmarked Contributions to the Thematic Trust Fund for Crisis Prevention and Recovery (CPR TTF) 2000–2007
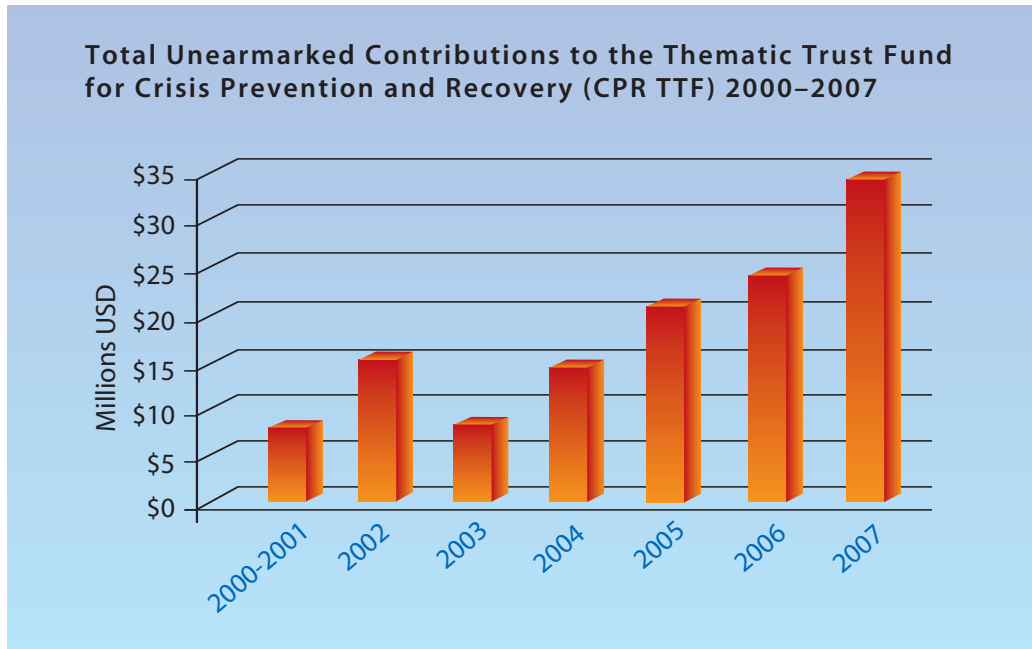
In addition, donors responded well to the creation of the new windows of the CPR TTF. Open contributions to the different windows reached USD 11 million, with USD 3.7 million received from Canada, Ireland and Norway for the gender window. Thanks to the continued increase of unearmarked funding, the CPR TTF has become a more strategic funding mechanism, allowing UNDP to allocate resources flexibly to countries in crisis.

Top Ten Donors Contributing to the Thematic Trust Fund for Crisis Prevention and Recovery (CPR TTF) in 2007 (Millions USD)
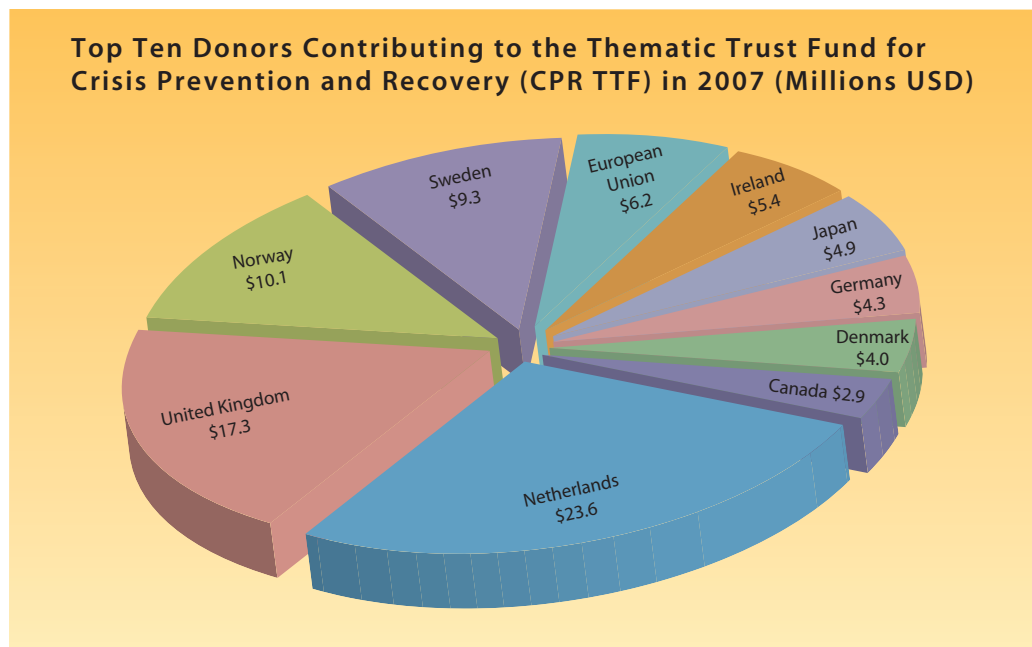
Expenditures

Expenditures totaled USD 120.8 million (USD 86.4 million from the CPR TTF and USD 34.4 million from UNDP's core budget). The highest CPR TTF expenditures were for conflict prevention and recovery programmes, totaling USD 34.9 million, followed by early recovery, totaling USD 34.4 million. Out of the USD 34.4 million expenditure on early recovery, USD 9.7 million was spent on post-disaster activities. Combining the disaster-related early recovery expenditures and the expenditures of the disaster window, CPR TTF expenditures for disaster risk reduction and recovery amounted to USD 20.3 million. In addition, a strong emphasis was placed on increasing resources for the prevention of both conflict and natural disasters. Twenty one percent of UNDP's core funding to crisis prevention and recovery expenditures went to prevention activities, an increase from 12 percent in 2006.

2007 Expenditure by Fund Category of UNDP Core Funding to Crisis Prevention and Recovery (TRAC 1.1.3) (Millions USD)

$7.1 — 21%
8%
$2.8
9%
62%
$3.1
$21.4

- Policy & Programme Support
- Prevention
- Recovery
- Immediate Crisis Response
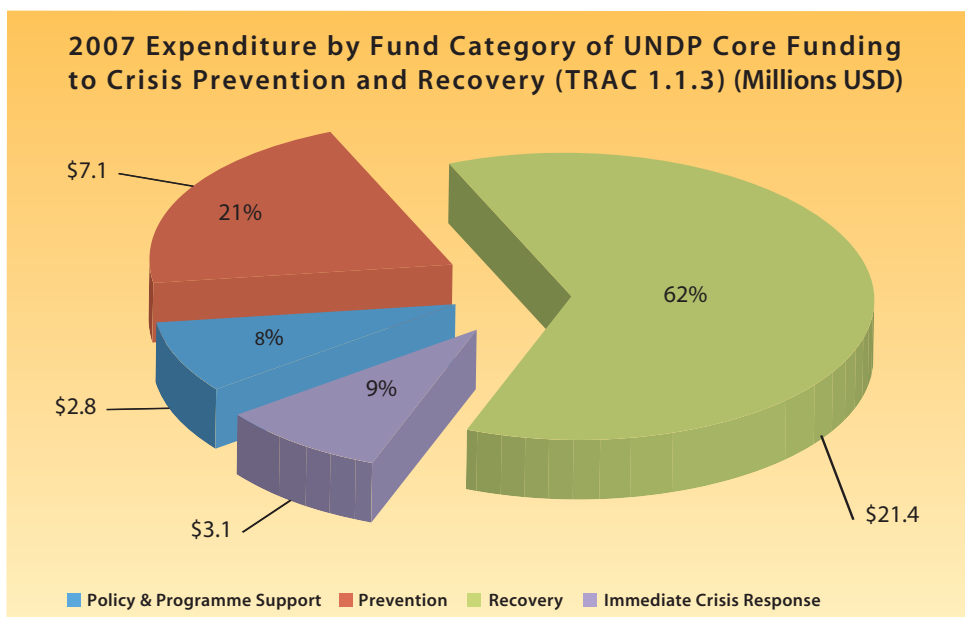
Africa benefited from the overall highest expenditure amount in 2007 (USD 35.9 million), followed by Asia and the Pacific (USD 29.1 million), Arab States (USD 19.2 million), Europe and the Commonwealth of Independent States (USD 4.8 million) and Latin America and the Caribbean (USD 4.3 million).

2007 Expenditure by Region - Thematic Trust Fund for Crisis Prevention and Recovery (CPR TTF) and UNDP Core Funding to Crisis Prevention and Recovery (TRAC 1.1.3)

Millions USD

$40
$35
$30
$25
$20
$15
$10
$5
$0

Africa | Asia & Pacific | Arab States | Europe & CIS | Latin America & Caribbean
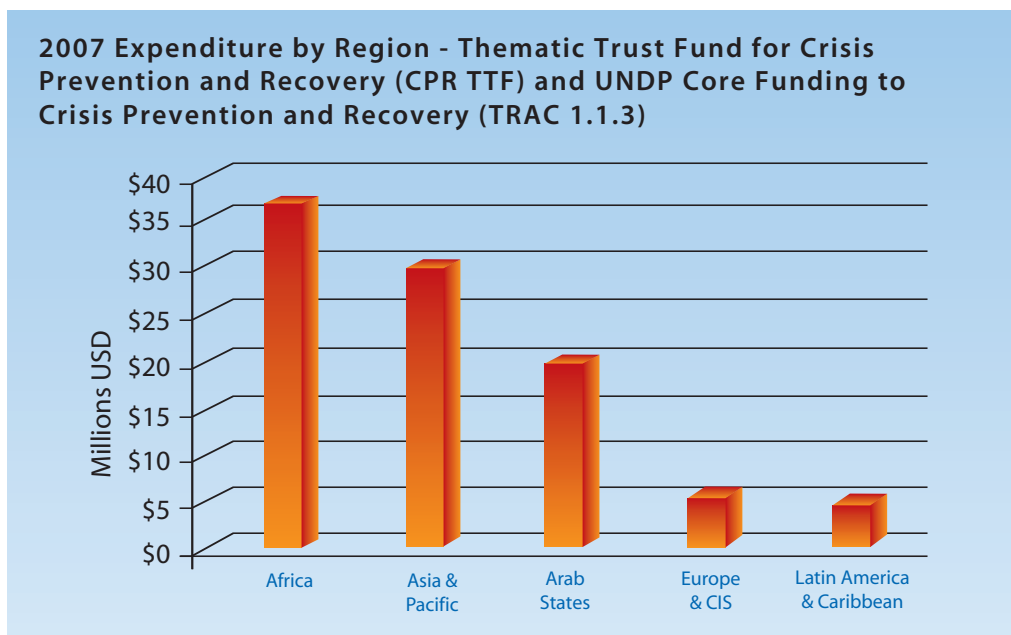
A total of USD 27.3 million was spent to support UNDP's practice leadership role in crisis prevention and recovery and to provide emergency response to crisis countries. Practice leadership includes the provision of direct technical and programmatic assistance to crisis countries and support to key international policy initiatives on crisis prevention and recovery. In 2007, particular focus was placed on increasing resources dedicated to UNDP's immediate crisis response (including the fast deployment of staff to countries in crisis), which totaled USD 2.7 million.

Practice Leadership and Emergency Response 2007 Expenditures

- Operations and administrative costs **5%**
- Policy development **17%**
- Emergency response **10%**
- Direct technical assistance to countries **68%**

XIII | Financial report
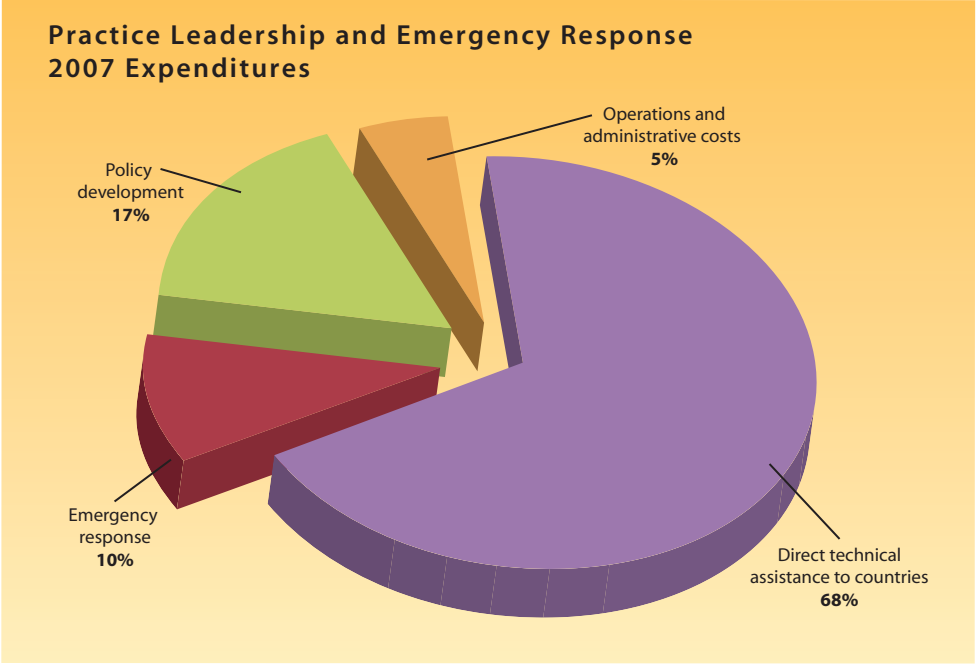
Financial Summary

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

Contributions received in 2007*	(a)	99,208,391	USD
Other income	(b)	5,849,601	USD
Total income	**(a+b)**	**105,057,992**	**USD**
Total expenditure in 2007		**86,459,579**	**USD**

II. UNDP CORE FUNDING TO CRISIS PREVENTION AND RECOVERY (TRAC 1.1.3)

Allocations received from UNDP's regular resources in 2007	51,989,211	USD
Total expenditure in 2007	**34,430,850**	**USD**

*Out of USD 99.2 million received in 2007, USD 34.5 million, equivalent to 34.7 percent of contributions, was unearmarked. Eight donors contributed unearmarked funding in 2007: Canada, Denmark, Germany, Norway, Spain, Sweden, Switzerland and the UK. Additional available balance was USD 180 million. In addition, donors responded positively to the creation of the new windows of the Thematic Trust Fund for Crisis Prevention and Recovery (CPR TTF) with thematic unearmarked contributions reaching USD 11 million. Out of the USD 11 million received, Canada, Ireland and Norway contributed USD 3.7 million to the gender window. The continued increase of unearmarked funding to the CPR TTF has allowed UNDP to strategically allocate resources to countries in crisis.

2007 CONTRIBUTIONS RECEIVED BY DONOR-THEMATIC TRUST FUND FOR CRISIS PREVENTION AND RECOVERY (CPR TTF)

Donor name	Contribution in USD
Australia	2,063,743
Austria	312,057
Canada	2,942,137
Denmark	3,955,905
Germany	4,288,614
Ireland	5,379,516
Italy	1,271,551
Japan	4,949,153
Liechtenstein	80,000
Netherlands*	23,571,000
Norway	10,100,183
Saudi Arabia	5,000
Spain	2,724,796
Sweden	9,264,635
Switzerland	1,643,900
United Kingdom	17,299,529
USA	1,932,213
European Union	6,226,961
UN	222,639
UNICEF	69,000
UNOCHA	50,000
UNISDR	146,583
UN-Habitat	209,276
OSI	500,000
Grand Total	**99,208,391**

* This contribution was earmarked to peacebuilding activities in the Democratic Republic of the Congo.

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

CPR TTF Window Description	Expenditure in USD
Conflict Prevention and Recovery	34,858,615
Disaster Risk Reduction and Recovery	10,649,250
Early Recovery*	34,352,812
Gender Equality	242,720
Practice Development & Knowledge Management	6,356,181
CPR TTF Grand Total **	**86,459,579**

*   This amount includes USD 9.7 million of expenditures on post-disaster activities. CPR TTF expenditures for disaster risk reduction and recovery amounted to USD 20.3 million.

** BCPR allocates 15 percent of all its funding allocations to gender-specific projects.

EXPENDITURE BY FUND CATEGORY OF UNDP CORE FUNDING TO CRISIS PREVENTION AND RECOVERY (TRAC 1.1.3)

Fund Category	Expenditure in USD
Policy & Programme Support	2,828,982
Prevention	7,122,147
Recovery	21,403,751
Immediate Crisis Response	3,075,971
TRAC 1.1.3 Grand Total	**34,430,850**

EXPENDITURE BY REGION - THEMATIC TRUST FUND FOR CRISIS PREVENTION AND RECOVERY (CPR TTF) AND UNDP CORE FUNDING TO CRISIS PREVENTION AND RECOVERY (TRAC 1.1.3)

Region	Expenditure in USD
Africa	35,943,328
Arab States	19,223,648
Asia & Pacific	29,173,236
Europe & CIS	4,897,494
Latin America & Caribbean	4,353,039
Practice leadership and emergency response	27,299,683
CPR TTF and TRAC 1.1.3 Grand Total	**120,890,429**

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

Country	Expenditure in USD	Country	Expenditure in USD	Country	Expenditure in USD
Afghanistan	11,787,295	El Salvador	352,533	Nicaragua	359,745
Albania	282,981	Eritrea	395,237	Niger	417,236
Algeria	300,982	Ethiopia	531,669	Nigeria	596,119
Angola	71,449	FYROM	271,064	Niue	114,846
Armenia	142,571	Gambia	60,538	Pacific Centre	289,762
Azerbaijan	47,548	Ghana	442,105	Pakistan	1,208,495
Bangkok Regional Centre	1,122,200	Global	27,294,743	Panama	89,823
Bangladesh	31,395	Guatemala	164,074	PAPP	20,929
Barbados	365,738	Guinea	497,079	Papua New Guinea	214,526
Belarus	65,408	Guyana	13,987	Paraguay	10,570
Belize	54,769	Haiti	977,776	Peru	157,556
Bhutan	9,074	Honduras	7,030	Philippines	49,579
Bolivia	239,906	India	2,728,712	RBLAC/HQ/CO Support	47,749
Bosnia & Herzegovina	1,030,154	Indonesia	4,737,019	Romania	19,875
Bratislava Regional Center	101,153	Iran	57,381	Rwanda	11,080
Brazil	104,246	Iraq	1,000,485	Senegal	360,542
Bulgaria	48,475	Jamaica	53,689	Serbia	569,936
Burkina Faso	45,140	Jordan	446,399	Seychelles	1,810,341
Burundi	1,426,468	Kazakhstan	83,099	Sierra Leone	1,199,174
Cambodia	20,206	Kenya	645,132	Solomon Islands	69,061
Cameroon	562,902	Kosovo	601,717	Somalia	4,370,334
Cape Verde	12,337	Kyrgyzstan	208,407	South Africa	5,012
Central African Republic	2,441,267	Lao PDR	747,157	Sri Lanka	4,937,504
Chad	425,411	Lebanon	3,712,155	Sudan	8,343,903
Chile	89,162	Lesotho	292,910	Suriname	18,886
China	29,410	Liberia	14,459,753	Swaziland	3,180
Colombia	303,127	Madagascar	112,262	Syrian Arab Republic	147,405
Comoros	372,849	Malawi	89,180	Tajikistan	233,653
Congo	404,726	Maldives	197,410	Thailand	54,656
Costa Rica	94,061	Mali	1,276,343	Togo	29,651
Côte D'Ivoire	435,427	Mauritania	599,625	Tokelau	132,792
Croatia	286,040	Mexico	73,244	Uganda	963,082
Cuba	117,837	Moldova	124,791	Ukraine	366,256
Cyprus	245,366	Mongolia	20,000	United Republic of Tanzania	35,278
Dem. Rep. of the Congo	3,802,478	Montenegro	169,001	Uruguay	38,193
Djibouti	9,938	Mozambique	971,657	Viet Nam	47,222
East Timor	24,949	Myanmar	5,848	Yemen	730,027
Ecuador	619,385	Namibia	58,911	Zambia	21,929
Egypt	141,092	Nepal	541,629	Zimbabwe	57,848
				Grand Total	**120,890,429**

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

CPR TTF Window Description	Country	Expenditure in USD
Conflict Prevention and Recovery	Afghanistan	11,481,015
	Albania	67,382
	Algeria	47,905
	Angola	5,194
	Azerbaijan	47,548
	Belarus	65,408
	Bosnia & Herzegovina	985,661
	Bratislava Regional Center	45,948
	Brazil	64,391
	Burundi	332,371
	Central African Republic	3,589
	Chad	425,411
	Colombia	127,900
	Congo	45,700
	Croatia	19,048
	Cyprus	240,579
	Dem. Rep. of the Congo	20,674
	Ecuador	387,652
	El Salvador	201,885
	Eritrea	58,975
	Ghana	350,169
	Global	7,464,173
	Guatemala	1,117
	Guinea	497,079
	Guyana	12,589
	Haiti	11,000
	Iraq	674,317
	Jordan	255,227
	Kosovo	217,153
	Lao PDR	629,900
	Lebanon	126,120
	Liberia	752,584
	Mali	598,589
	Mauritania	417,700
	Montenegro	55,552
	Mozambique	13,110
	Nepal	212,009
	Nicaragua	200,371
	PAPP	20,929
	Papua New Guinea	214,526
	Senegal	358,194
	Serbia	355,008
	Sierra Leone	457,040
	Somalia	2,428,825
	Sri Lanka	180,334
	Sudan	2,225,054
	Tajikistan	130,805
	Togo	25,277
	Uganda	601,441
	Yemen	696,589
	Zambia	1,598
Conflict Prevention and Recovery Total		**34,858,615**

CPR TTF Window Description	Country	Expenditure in USD
Disaster Risk Reduction and Recovery	Armenia	17,156
	Cambodia	7,465
	Central African Republic	886,059
	China	27,402
	Colombia	63,486
	Cuba	831
	Dem. Rep. of the Congo	80,730
	El Salvador	74,569
	Global	4,689,178
	India	2,722,958
	Indonesia	79,469
	Jamaica	3,072
	Lao PDR	64,915
	Lebanon	685,370
	Maldives	49,938
	Mauritania	87,587
	Myanmar	5,848
	Pakistan	201,843
	Seychelles	462,268
	Somalia	398,403
	Sudan	318
	Thailand	9,247
	Viet Nam	31,138
Disaster Risk Reduction and Recovery Total		**10,649,250**
Early Recovery	Bangkok Regional Centre	1,120,034
	Central African Republic	873,845
	Côte D'Ivoire	180,204
	Eritrea	336,262
	Ethiopia	284,877
	Global	2,434,315
	Haiti	51,785
	Indonesia	3,321,908
	Iraq	38,465
	Kosovo	61,820
	Lebanon	2,582,716
	Liberia	11,650,987
	Mali	364,553
	Niger	274,918
	Pakistan	648,489
	Seychelles	1,240,314
	Sierra Leone	742,134
	Sri Lanka	4,571,766
	Sudan	3,557,033
	Syrian Arab Republic	7,193
	Uganda	9,193
Early Recovery Total		**34,352,812**
Gender Equality	Global	97,985
	Kosovo	144,735
Gender Equality Total		**242,720**
Practice Development & Knowledge Management	Global	6,356,181
Practice Development & Knowledge Management Total		**6,356,181**
CPR TTF Grand Total		**86,459,579**

EXPENDITURE BY FUND CATEGORY OF UNDP CORE FUNDING TO CRISIS PREVENTION AND RECOVERY (TRAC 1.1.3) AND BY COUNTRY

Fund Description	Country	Expenditure in USD
Prevention	Albania	215,598
	Bangkok Regional Centre	2,166
	Bhutan	9,074
	Bolivia	99,976
	Bosnia & Herzegovina	19,493
	Bratislava Regional Center	55,205
	Bulgaria	45,650
	Burkina Faso	32,107
	Burundi	3,147
	Cameroon	536,514
	Cape Verde	12,337
	Congo	341,694
	Cyprus	4,787
	Djibouti	9,938
	East Timor	323
	Ecuador	109,346
	Egypt	97,585
	Ethiopia	156,509
	FYROM	9,834
	Global	1,061,909
	Indonesia	55,021
	Iraq	283,929
	Jordan	191,172
	Kenya	554,454
	Kosovo	135,311
	Kyrgyzstan	183,046
	Lesotho	292,910
	Madagascar	71,662
	Maldives	17,596
	Mali	313,201
	Mauritania	12,480
	Moldova	25,125
	Mongolia	20,000
	Montenegro	113,448
	Nepal	82,717
	Niger	42,948
	Nigeria	523,736
	Niue	114,846
	Pacific Centre	289,762
	Pakistan	130,914
	Romania	19,875
	Serbia	214,928
	Seychelles	51,440
	Somalia	31,974
	Sri Lanka	633
	Tokelau	132,792
	Ukraine	363,209
	United Republic of Tanzania	29,826
Prevention Total		**7,122,147**

Fund Description	Country	Expenditure in USD
Recovery	Afghanistan	206,281
	Algeria	253,077
	Angola	66,256
	Armenia	118,680
	Bangladesh	16,370
	Barbados	365,738
	Belize	14,192
	Bolivia	16,810
	Bosnia & Herzegovina	25,000
	Brazil	39,856
	Burundi	1,026,061
	Cameroon	8,112
	Central African Republic	176,811
	Chile	89,162
	China	2,008
	Colombia	95,350
	Comoros	372,849
	Congo	94
	Costa Rica	94,061
	Côte D'Ivoire	255,222
	Croatia	266,992
	Cuba	116,306
	Dem. Rep. of the Congo	3,701,074
	East Timor	24,626
	Ecuador	23,188
	Egypt	43,507
	El Salvador	19,961
	Ethiopia	37,681
	FYROM	199,643
	Gambia	60,538
	Global	2,362,021
	Guatemala	162,957
	Guyana	1,398
	Haiti	914,992
	India	5,754
	Indonesia	1,182,572
	Iran	38,552
	Jamaica	16,702
	Kazakhstan	83,099
	Kenya	257
	Kyrgyzstan	25,361
	Lebanon	285,214
	Liberia	2,028,373
	Madagascar	892
	Malawi	89,180
	Maldives	64,936
	Mauritania	81,858
	Mexico	4,722
	Mozambique	862,011
	Namibia	58,911
	Nepal	193,688
	Pakistan	127,612
	Panama	89,823
	RBLAC/HQ/CO Support	47,749
	Senegal	2,348
	Seychelles	56,319

Fund Description	Country	Expenditure in USD
	Somalia	1,511,131
	South Africa	5,012
	Sri Lanka	140,806
	Sudan	2,561,498
	Syrian Arab Republic	123,775
	Tajikistan	84,463
	Togo	1,860
	Uganda	346,776
	United Republic of Tanzania	5,452
	Uruguay	8,886
	Yemen	33,438
	Zimbabwe	57,848
Recovery Total		**21,403,751**
Immediate Crisis Response	Afghanistan	100,000
	Armenia	6,734
	Bangladesh	15,025
	Belize	40,577
	Bolivia	123,120
	Bulgaria	2,824
	Burkina Faso	13,033
	Burundi	64,889
	Cambodia	12,741
	Cameroon	18,276
	Central African Republic	500,963
	Colombia	16,391
	Congo	17,237
	Cuba	700
	Ecuador	99,199
	El Salvador	56,118
	Ethiopia	52,601
	FYROM	61,587
	Ghana	91,936
	Honduras	7,030
	Indonesia	98,050
	Iran	18,830
	Iraq	3,774
	Jamaica	33,916
	Kenya	90,421
	Kosovo	42,697
	Lao PDR	52,341
	Lebanon	32,736
	Liberia	27,810
	Madagascar	39,708
	Maldives	64,940
	Mexico	68,522
	Moldova	99,666
	Mozambique	96,536
	Nepal	53,215
	Nicaragua	159,374
	Niger	99,370
	Nigeria	72,383
	Pakistan	99,636
	Paraguay	10,570
	Peru	157,556
	Philippines	49,579

Fund Description	Country	Expenditure in USD
	Rwanda	11,080
	Solomon Islands	69,061
	Sri Lanka	43,965
	Suriname	18,886
	Swaziland	3,180
	Syrian Arab Republic	16,437
	Tajikistan	18,385
	Thailand	45,409
	Togo	2,513
	Uganda	5,672
	Ukraine	3,047
	Uruguay	29,307
	Viet Nam	16,085
	Zambia	20,331
Immediate Crisis Response Total		**3,075,971**
Policy & Programme Support	Global	2,828,982
Policy & Programme Support Total		**2,828,982**
TRAC 1.1.3 Grand Total		**34,430,850**

Annex I | List of acronyms

APMBT	Anti-Personnel Mine Ban Treaty
BBC	British Broadcasting Corporation
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
CPDC	Conflict, Peace and Development Cooperation, OECD DAC
CPR TTF	Thematic Trust Fund for Crisis Prevention and Recovery
CWGER	Cluster Working Group on Early Recovery, IASC
DDR	Disarmament, Demobilization and Reintegration
DIPECHO	Disaster Preparedness Programme, ECHO
DPA	United Nations Department of Political Affairs
DPKO	United Nations Department of Peacekeeping Operations
ECHO	European Commission Department of Humanitarian Aid
ERW	Explosive Remnants of War
GBV	Gender-Based Violence
GRIP	Global Risk Identification Programme
HFA	Hyogo Framework Agreement
IASC	Inter-Agency Standing Committee
IAWG	Inter-Agency Working Group on DDR
IDDRS	Integrated Disarmament Demobilization and Reintegration Standards
IDP	Internally Displaced People
IRI	International Research Institute for Climate and Society
IRP	International Recovery Platform
ISDR	International Strategy for Disaster Reduction
MDG	Millennium Development Goal
NATO	North Atlantic Treaty Organization
NGO	Non-governmental organization
OECD	Organization for Economic Co-operation and Development

OECD DAC	Development Aid Committee of the OECD
PDNA	Post-Disaster Needs Assessment
SALW	Small Arms and Light Weapons
UN	United Nations
UN Action	Stop Rape Now: UN Action Against Sexual Violence in Conflict
UNAIDS	United Nations Joint Programme on HIV/AIDS
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
YEMAC	Yemeni Executive Mine Action Centre

Core purpose

TO ADVANCE PEACE AND DEVELOPMENT BY STRENGTHENING CAPACITIES TO PREVENT AND RECOVER FROM CRISIS

Core values

Respect & Commitment

- Integrity, commitment, and respect for those with whom we work and for each other.
- Commitment to a rapid and effective response.
- Dedication to peace, human security, development, and human rights.

Partnership

- Achievement of common objectives through partnership.

Excellence, Leadership, Innovation

- Excellence through knowledge, innovation and impact.
- Leadership in all we do.

Goal

To transform the United Nations Development Programme into a global center of excellence on crisis prevention and recovery by attracting the best professionals, providing knowledge and quality services, responding quickly and appropriately to country-level demands, and building effective partnerships.

Bureau for Crisis Prevention and Recovery