



# Renewing Hope, Rebuilding Lives

Partnership between the United Nations and the  
European Commission in Post-Crisis Recovery

United Nations  
Brussels



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*Photo cover page: Young girl in Lake Albert, Democratic Republic of Congo (UN Photo/Martine Perret).*

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This publication is available from:

United Nations Office in Brussels

14, Rue Montoyer

1000 Brussels

Belgium

Email: [brussels.office@undp.org](mailto:brussels.office@undp.org)

United Nations Regional Information Centre in Brussels (UNRIC)

Residence Palace, Rue de la Loi 155

1040 Brussels

Belgium

[www.unbrussels.org](http://www.unbrussels.org)

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## Foreword by United Nations Deputy Secretary-General



I am pleased to present the fourth annual report on the partnership between the United Nations and the European Commission, prepared by the UN team in Brussels. “Renewing Hope – Rebuilding Lives” focuses on one important aspect of our partnership, namely the joint UN-European Commission support to countries recovering from natural disasters or conflict.

Disasters and civil strife are all too prevalent in today’s world. The human costs are clear. Many of the world’s poorest and most vulnerable countries have been affected by conflict. At the same time, natural disasters are increasingly exacerbated by climate change, with potentially devastating effects.

No society can thrive when communities are shattered by conflict or lives are lost needlessly in weather-related hazards. In the aftermath of a crisis, we must work together to rebuild not only lives and livelihoods, but also people’s hopes and aspirations for a better future.

The United Nations and the European Union share the conviction that lasting peace and sustainable development are rooted in universal values – respect for human rights and the rule of law, and equal access to development opportunities for all. Our common responsibility to help countries in the aftermath of crises has led us to work together in highly challenging circumstances.

This report illustrates some of the results of this vital and dynamic partnership, and offers policy-makers a guide to lessons learnt along the way. I would like to express the sincere appreciation of the United Nations for the steadfast and enthusiastic support of the European Commission and for the generosity of the citizens of Europe in our work to build a better world for all.

Dr. Asha-Rose Migiro  
Deputy Secretary-General  
United Nations

## Foreword by European Commissioners Benita Ferrero-Waldner and Karel De Gucht



Globalisation has brought the world many new opportunities: greater mobility of people, greater possibilities for development and well being of people, as well as new technology, which gives faster and more direct access to information. At the same time, it has also brought many new challenges and security threats, such as terrorism, climate change, transnational organised crime and more complex and violent conflicts. We all agree that global challenges and threats require joint efforts of the international community to address them, as well as an increased effectiveness and coherence in the cooperation among international actors, such as the United Nations and the European Union.

The EU Security Strategy adopted in 2003 called for reinforced cooperation with the UN to assist countries emerging from conflicts<sup>1</sup>. Six years on, we have witnessed EC-UN cooperation in the area of post crisis recovery develop into a close partnership aiming at comprehensive approaches to sustaining peace, preventing conflicts and addressing a wide range of political, economic, social and environmental conditions that contribute to the escalation of tensions in societies. This development also bears testimony to the growing role of the EU itself in crisis management and peace-building. The report produced by the UN Office in Brussels presents key achievements of the EC- UN partnership, but also highlights where we can still do more to help countries in post-crisis situations.



The UN and the EU form a natural team in this area in many cases. We share the same objectives, as set out already in the UN Charter. It is this wider context around the nexus between security and development, which makes our partnership truly unique – the UN and the EU are the only multilateral actors with the ability to draw on a wide array of instruments at all stages of the conflict cycle and to build bridges with longer-term stabilisation and development efforts, supported by around €1.2 billion (US\$ 1.7 billion) of Commission support. This provides us with the potential for an effective partnership. The new European Commission Stability Instrument and its financing of major UN agency post-crisis programmes in Chad, Georgia, the occupied Palestinian territory, Lebanon, Bangladesh, Myanmar and also the joint AU-UN peace process work for Darfur are concrete examples of EU policy and instruments that can bring added value in peace-building and post-crisis recovery. Last but not least, the EU and UN, which are the main partners of the African Union, have decided to set up an informal tri-lateral coordination mechanism between the United Nations, the European Union and the African Union, in order to work towards a common political framework and roadmap for progress in peace-keeping by African organisations.

We are determined to continue our joint efforts to work together in even closer partnership, for instance through improving early needs assessments, better aligning tasks and responsibilities, and by developing joint tools and capacities in order to be quicker and more effective in dealing with post-crisis recovery. To underpin this commitment, the Commission has strengthened its cooperation with the UN and the World Bank in the field of responding to post-crisis situations and planning recovery by way of a joint declaration signed in September 2008 on a common platform for partnership and action in carrying out post-crisis needs assessments.



Benita Ferrero-Waldner  
Commissioner for External Relations  
and European Neighbourhood Policy



Karel De Gucht  
Commissioner for Development  
and Humanitarian Aid

<sup>1</sup> A Secure Europe in a Better World, European Security Strategy, Brussels, 12 Dec. 2003, at <http://www.consilium.europa.eu/uedocs/cmsUpload/78367.pdf>

## Introduction from the Director of the United Nations in Brussels



The time when a crisis, be it a conflict or a natural disaster, comes to an end is a time of tremendous opportunities - to build back better, and to boost human rights, development and human security. But it is also a moment of high fragility as the frequent recurrence of crises in the same places shows. It is a time of fatigue and frequently of mourning, but also of the resurgence of hope and enthusiasm beyond the rubble.

It has to be recognized that crises have long lasting effects and that breaking the circle of recurring crises by sustaining recovery is indeed a formidable task. In addition, the devastation that crises leave behind in our times is compounded by the effects of exogenous factors such as the economic crises, climate change, high food and energy prices, which especially for least developed countries makes recovery arduous. Recovery requires therefore tenacity and perseverance, long term national and international political commitment, multisectoral action, sizeable material support, and a genuine broad participative approach. If sustained and successful, recovery can bring enormous benefits in human development even beyond the borders of the affected countries. In all cases, remaining committed requires perseverance and therefore convinced support to recovery is necessary, as is the intensification of joint efforts for crisis prevention.

It is therefore essential that the international community provides timely support to people and countries at crucial moments, invigorating recovery with all possible support, helping people regain control of their lives, control which they had lost during the crisis, and helping them attain acceptable levels of human security: of freedom from fear and freedom from want. It is this support that the United Nations and the European Union aim to provide together, along with other national and international partners. The results of this joint effort, illustrated in this report, are significant, even if sometimes they tend to be overlooked especially in those situations where a general sense of protracted uncertainty and fragility continues.

This year's report on the collaboration between the UN and the European Commission is the product of the diligent work of the staff of many UN agencies, funds and programmes in Brussels, with essential inputs of UN colleagues from the field and European Commission officials. I would like to thank them all for their dedication and for providing a revealing account of recent years' results in post-crisis recovery.

Antonio Vigilante  
Director

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# Renewing Hope, Rebuilding Lives

Partnership between the United Nations and the European Commission in Post-Crisis Recovery

Girls at "child-friendly" school in Pakistan. (UNICEF/Giacomo Pirozzi).





# Partnership between the United Nations and the European Commission in Post-Crisis Recovery

## INTRODUCTION

The United Nations team in Brussels<sup>2</sup> is pleased to present its fourth report on the achievements of its partnership with the European Commission<sup>3</sup>. Distinctive from the “Improving Lives” annual report series that covers the full range of humanitarian and development cooperation, this report looks at one crucial aspect of the partnership between the United Nations (UN) and the Commission, namely the support to countries recovering from natural crises and conflicts.

Taking a three year time horizon 2006-2008, the report looks at what the European Commission and the United Nations delivered together, but also what makes this partnership distinctive and why the European Commission is vital to the work of the UN. By working together the UN and the Commission helped countries break out of cycles of crisis, poverty and instability and increase their resilience to future shocks by tackling the root causes of vulnerability.

The report is intended for UN and Commission stakeholders including European decision-makers as well as the governments and societies supported by this important partnership.

## THE CONTEXT

In the aftermath of crises, the challenges can be vast. Particularly after violent conflict, continuing physical insecurity often prevents people from addressing even their most basic needs of food and shelter. Both natural disasters and conflict can affect access to food, education or health services, and institutional vacuums mean that state authorities have insufficient capacity to meet needs and hence lack legitimacy in the eyes of citizens. In such situations, needs almost invariably exceed capacities on the ground. Many countries thus require strong support from the international community to return as swiftly as possible to the path of peace, dignity and human development.

Humanitarian and recovery efforts occur in parallel but their objectives are different. While humanitarian assistance focuses on saving lives and immediate needs, recovery focuses on restoring the capacity of institutions and communities in the country so they can once again provide basic social services and infrastructure and ensure people have opportunities to make a living. The recovery process can provide important opportunities to “build back better”, going beyond restoring what existed prior to the crisis to rebuild improved infrastructure or institutions, ensuring the needs of the most vulnerable are heard, and correcting inequalities that existed before the crisis. The human rights based approach that underlies all UN work can be a strong component of “building back better”.

It is vital that countries succeed early on in post-crises situations. No society can thrive when communities are shattered by conflict or lives have been lost in a cyclone. The international community has long accepted the imperative that “prevention is better than cure” and that helping countries address root causes of violence and avoid conflict is an essential moral duty. The international community also accepts its essential responsibility to help countries reduce their exposure and vulnerability to natural hazards.

In 2008, EU member states provided:

- around 40% of the assessed budget of the UN;
- over 40% of peacekeeping costs and 12% of troops;
- over half of the core funding of the UN funds and programmes.

## THE PARTNERSHIP IN POST-CRISIS RECOVERY

Country situations vary considerably and hence so do the needs of communities. That said, experience suggests a number of common themes of the UN-Commission partnership in post-crisis environments. Working hand in hand with national governments, local authorities and civil society, or in some cases delivering directly through the UN, the United Nations and the European Commission supported countries in achieving the following results:

- **Restored safety and security to communities:** removed unexploded mines and helped control the circulation of small arms; demobilised ex-combatants and helped them reintegrate into peaceful societies; facilitated safe return of refugees and internally-displaced people to their place of origin or a new destination; and protected people, notably women threatened by sexual violence;
- **Restored social services:** secured access to adequate food and nutrition, particularly of vulnerable groups such as children; sustained health, water and sanitation, and education services whilst strengthening state and community capacities to take back the responsibility for their efficient and sustainable delivery;
- **Jumpstarted livelihoods:** reconstructed infrastructure, revived economies, recovered agricultural productivity and restored environmental assets; generated opportunities for decent work and broadened the scope for people to rebuild their livelihoods;

2. The United Nations team in Belgium comprises 22 specialised agencies, funds and programmes covering a wide range of UN humanitarian and development mandates, the regional information centre and the UN university in Bruges. It is coordinated by the UN Director who is the representative of the UN Secretary General to the European Union institutions. The team constitutes a substantial pool of expertise that is frequently drawn upon by decision-makers, officials and civil society to support their work.

3. References in the text to the Commission refer to the European Commission.

- **Transformed institutions:** restored legitimacy of institutions across all arms of the state – parliaments, the judiciary and the executive including local authorities, to perform their core functions and address human development needs;
- **Built resilient societies:** learning from the past, strengthened the resilience of communities and institutions to withstand future shocks without reverting to crises; built capacity for dialogue across institutions and civil society; and integrated disaster planning into national and local development plans.

Clearly this partnership does not take place in isolation. First and foremost, the UN and the Commission work to support the efforts of governments and civil society of the countries they serve and a number of the actions needed to build peace can only come from them. Ultimately it is the ability of governments to implement necessary institutional and policy reforms and to engage their societies effectively and equitably that will foster sustainable peace. The concrete contribution the UN-Commission partnership can make is to help equip them better for this.

Working to address the profound fragility of the state and civil society in crisis situations poses significant challenges for which there are no magic formulae. Since conflict risk spreads through multiple channels, no intervention in isolation will be decisive in bringing about peace and stability,

and ultimately, packages of complementary solutions are needed to break the conflict cycle. The results of this partnership are often accompanied by a larger story not told in this report which includes the humanitarian response and the work of peacekeeping missions.

While some interventions described in this report may by themselves fall short of preventing the relapse into conflict in a given country, they complement each other and contribute to greater progress. Even when this partnership has not been able to redress deeply entrenched conflict dynamics, it has improved the lives of some of those living in conflict or its aftermath.

That is the story of this report. The UN-Commission partnership approach puts people at the center of recovery, with an emphasis on restoring dignity to affected populations by ensuring access to basic services and opportunities, and thereby renewing their hope for a better future.

The European Commission channelled around 15 per cent of its development and humanitarian aid through the UN during the three year period under review in this report. The Commission was a major partner in UN humanitarian responses and post-crises interventions as well as development programmes.

*A woman in Timor-Leste harvests rice by hand. (UN Photo/Martine Perret).*



*“The purposes of the United Nations are: To maintain international peace and security, and to that end: to take effective collective measures for the prevention and removal of threats to the peace...”*

*Charter of the United Nations, 1945*

*“The fundamental framework for international relations is the UN Charter. Strengthening the UN, equipping it to fulfill its responsibility and to act effectively, must be a European priority.”*

*European Common Foreign and Security Policy, 2003*



- **A broader platform that increases impact and efficiency:** the independent evaluation noted that by working with the UN, the Commission benefited from the UN privileged policy dialogue with governments, enhancing Europe's own participation in policy dialogue with partner countries.

As the external evaluation also demonstrated, the European Commission helps the United Nations deliver on its mandates by:

- **Support to UN global coordination:** the Commission's commitment to assessing where the UN can add most value and investing in capacity gaps in the international system including within the UN, makes an important contribution to bolstering UN capacity to respond to emergency and post-crisis needs;
- **Channeling Commission funding through multi-donor efforts coordinated by the UN:** particularly in the aftermath of crises where national partner capacities are severely stretched such efforts can dramatically reduce transaction costs and improve efficiency for partner countries;
- **Maintaining the commitment to "forgotten crises":** the Commission helps the UN sustain its support to countries long after international media attention has moved on, but where recovery may be slow and critical humanitarian needs persist;
- **Leveraging European expertise:** increasingly, the Commission works with the UN on behalf of EU member states to develop policies and practical tools. Notable examples in the post-crisis field are the post-conflict and post-disaster needs assessments where a tripartite effort between the UN, Commission and the World Bank provided a platform for the international community to intervene after a crisis;
- **Developing innovative financial instruments:** for example the Commission's Instrument for Stability provides valuable and much-needed flexibility to fund a range of transition activities that support peace-making, peace-building and recovery – thus effectively bridging the three pillars of the United Nations, namely peacekeeping, human rights and development.

## 2. Key legislation and documents guiding the partnership in post-crisis recovery:

- Hyogo Framework for Action 2005-2015: building the Resilience of Nations and Communities to Disasters: international framework that recognises the intrinsic relationship between disaster risk reduction, sustainable development and poverty eradication;
- Report of the Panel on United Nations Peace Operations - Brahimi Report, 2000: recommends far-reaching changes in the structures and management of United Nations peace operations;
- Report of the UN Secretary-General on the Prevention of Armed Conflict, 2001: makes recommendations to enhance UN actions in cooperation with and active involvement of Member States who ultimately have the primary responsibility for conflict prevention;
- Report of the UN Secretary-General: In Larger Freedom - Towards Development, Security and Human Rights for All, 2005: calls for a comprehensive strategy that would give equal weight and attention to the three purposes of the UN, namely development, security and human rights, all underpinned by the rule of law;
- Report of the UN Secretary-General on Peacebuilding in the Immediate Aftermath of Conflict, 2009: identifies key actions to help post-conflict countries achieve sustainable peace more rapidly and effectively;
- European Security Strategy: a Secure Europe in a Better World, 2003: reinforces effective multilateralism and identifies a strong United Nations as a strategic objective;
- European Consensus on Development, 2005: provides a common EU vision on development cooperation, based on the MDGs: calls for a comprehensive Community prevention approach to state fragility, conflict, natural disasters and other types of crises;

- European Consensus on Humanitarian Aid, 2007: provides a common vision for EU member states and institutions on humanitarian aid that re-affirms clear common ground on the EU and UN approaches to catastrophes and humanitarian action;
- EU-wide Strategy for Disaster Risk Reduction in Developing Countries, 2008: European Commission proposal endorsed by the Council for a comprehensive approach to integrating disaster risk reduction both into partner countries' development policies, strategies and sectoral plans and EU development and humanitarian aid policy and programming, to reduce the burden of disasters on the poorest and most vulnerable countries and groups.

### 3. UN Oversight and control mechanisms

The UN operates in a variety of challenging environments assisting countries overcome crises, combat poverty and promote human development. Throughout its operations the UN seeks to maintain the highest levels of transparency and accountability. While no single accountability framework exists that covers all the UN specialised agencies, funds and programmes that channel funds from the European Commission, nevertheless control mechanisms of individual UN entities contain a number of similar features, including:

- **Regular oversight by member states:** each UN entity has an intergovernmental governing body that approves, guides and monitors UN operations in accordance with overall guidance from the UN General Assembly and Economic and Social Council;
- **Robust control frameworks:** these include internal management and accounting systems and controls, transparent procurement procedures, regular internal management and project audits, and ex-post evaluation of activities. There are clear policies on ethics for which staff are fully accountable and liable to sanctions if these are breached;
- **External Audit:** the United Nations Board of Auditors audits the accounts of all UN entities and reports findings and recommendations to the UN General Assembly through the Advisory Committee on Administrative and Budgetary Questions. The General Assembly appoints 3 members to the Board who are Auditor-Generals or equivalent of UN member states;
- **Transparency:** UN entities have detailed disclosure policies, which for many include inter alia full disclosure of sources and the use of funds programming documents, project information and details of procurement actions. For multi-donor trust funds managed by the UN and supported by many donors including the Commission, the UN provides quarterly reports, procurement notices, contract lists, status of contributions and interest reporting.

*EU member states represent 27 of the 192 members of the UN and are active in governing bodies of UN specialised agencies, funds and programmes. An EU member state holds one of the three positions on the UN External Board of Auditors.*

### 4. Financial and Administrative Framework (FAFA) governing UN-Commission financial cooperation

Since 2003, a Financial and Administrative Framework has been in place between the European Community and the United Nations. This provides an overarching agreement between the European Commission and the UN applicable to all financial contributions. The FAFA facilitates administrative cooperation by standardising contractual modalities and by its stated commitment to rely on UN standard auditing, control, accounting and procurement procedures. Under the umbrella of the FAFA and in the spirit of their partnership, the UN and the European Commission have agreed the following additional mechanisms:

- Joint Visibility Guidelines* for UN-Commission actions in the field, addressing needs for EU visibility in activities funded by the Commission and implemented by the UN;
- Joint guidelines on reporting;*
- Ex-post publicity of Commission-funded grant and procurement contracts* awarded by the UN for all contracts over US\$ 100,000;
- Verification missions:* periodic missions of the European Commission to acquire a better understanding of and reporting on the adequacy of UN systems of accountability that enable the Commission to report to its own institutions on the proper use of its funds.

*UN engagement with members of the European Parliament:* the UN engages on a constant basis with the European Parliament; it regularly receives Parliamentarians at UN headquarter locations and welcomes field visits of Parliamentary delegations to UN projects including those supported with Commission funds.

*De-miners prepare to destroy anti-personnel landmines in Sudan.  
(UN Photo/Tim McKulka)*



## Restoring Community Security

**The UN and European Commission partnership assist governments and their communities de-mine farms and fields and increase awareness of risks with mines. It reduced the availability of small arms and the incidence of armed violence. It supported reintegration of former combatants, refugees and internally displaced people into home communities or their integration into host communities. The partnership also helped victims of sexual violence rebuild their lives and their hope.**

During the initial post-conflict period many countries experience significant insecurity and political uncertainty as peace processes evolve. The end of conflict does not necessarily mean the arrival of peace. Lack of political consensus and trust often remain while the root causes of the conflict may persist. As people return to find their homes destroyed tensions may increase. Lack of punishment for serious crimes and atrocities, including violence against women can seriously jeopardise early peace building efforts and thus hamper prospects for development. In some contexts conflict may have created new sources of threat such as armed criminal groups or illegal exploitation of natural resources. Furthermore, institutions responsible for establishing law and order may be severely weakened or non-existent. In many countries, mines and unexploded weapons threaten lives and restrict access to land and services.

In the initial stages after a crisis ensuring the personal security and safety of individuals and communities is essential. It is also vital to create the political space necessary to advance peace settlements, negotiate contentious issues, and prevent a relapse into conflict. When people and communities feel safe, this sense of security serves to deter potential spoilers to a peace process as people are more likely to invest in their own future and that of their country.

### PROMOTING MINE ACTION AND THE CONTROL OF SMALL ARMS AND LIGHT WEAPONS

Mine action represents an essential part of the UN-Commission cooperation. This entails removing landmines from the ground, teaching people how to protect themselves from danger in mine-affected environments, and advocating a mine-free world. In many countries, unexploded ordnances - bombs, mortars, grenades, missiles or other devices that failed to detonate on impact - remain active and can kill if touched or moved. They endanger lives of generations of civilians, especially children who out of curiosity may pick up unexploded weapons or play in mine-infested fields. In addition to being a cause of human suffering for their victims, mines are a major impediment to economic activity by restricting access to fertile land.

Some 75 countries are affected by landmines or explosive remnants of war. Over the past 3 years, the UN and the Commission worked together in 17 countries in Africa, Asia, Eastern Europe and Latin America to prevent casualties caused by mines and support the rehabilitation of victims. Awareness-raising and mine-risk education programmes helped millions of people and ensured that returning refugees, children and parents understand the risks with mines and know what to do when they find an unexploded mine or weapon. This approach significantly reduced the number of casualties due to land mines and unexploded weapons. Victims of mines and unexploded weapons were also supported with rehabilitation.

The partnership supported national capacity building of states to meet their Ottawa Convention obligations<sup>5</sup>. Countries adhering to the Convention agree never to use, develop, produce, stockpile or transfer antipersonnel landmines. They also agree to destroy all stockpiled antipersonnel landmines within four years and to clear all laid antipersonnel landmines within 10 years of ratifying the treaty.

The large number of small arms and light weapons (SALW) is also a major source of insecurity that needs to be tackled. There are more than 875 million small arms in circulation worldwide more than three quarters of which are in civilian hands. The disarmament of ex-combatants is an important way to decrease their circulation. Nevertheless the problem is complex and unless people feel safe and secure they might not feel capable of giving up their weapons.

The UN and the Commission joined efforts with country governments to advance the control of small arms and light weapons. Given the complexity of the situation, strategies tended to be multi-level combining weapon controls and the secure management of stock-piles as well as their destruction and disposal. In parallel, the partnership supported development of legal and policy frameworks and engaged civil society in dialogue and awareness-raising.

*A returnee child holds the official document that authorities deliver to returnees at a transit centre in Burundi. (UNHCR/A. Kirchhof)*



<sup>5</sup> The Ottawa Convention from 1997 is the most well-known treaty in the area of mine action. As of May 2009, there were 156 State parties to the treaty. ([www.apminebanconvention.org](http://www.apminebanconvention.org))

## SOME RESULTS OF THE UN-COMMISSION PARTNERSHIP IN MINE ACTION AND SMALL ARMS AND LIGHT WEAPONS CONTROL

In **Afghanistan**, a 50% reduction in casualties from mine incidents was achieved.

In **Sri Lanka**, 1.6 million people in 2008 received mine risk education, and mine risk education was integrated into the school curriculum with 14,000 trained teachers. The number of mine incidents went down from 35 in 2005 to four in 2008. Over 500 landmine survivors and their families, as well as other people with disabilities received physical and psychosocial rehabilitative services in 2008.

In **Chechnya**, the UN-Commission partnership in 2008 ensured that 75,000 schoolchildren and adults received mine risk education either through direct presentations or via TV reels.

In 2007, 50 million square meters of land was declared mine free, and close to 2 million mines and unexploded weapons were destroyed. This meant that 2 million people again had access to productive land.

In **Sudan**, in 2007 alone, 316,400 unexploded weapons were destroyed, more than 783,000 people received mine risk education, and over 9,000 km of road was cleared of mines.

In **Jordan**, the partnership is supporting the country to meet the Ottawa convention obligations by 2009, and in doing so demilitarising the Jordan and Syrian border. As part of this process, 7 million m<sup>2</sup> of highly fertile land is being released for agricultural use and livestock herding. In the military security buffer zone, 50 km<sup>2</sup> are being freed for agricultural production. The economic impact of this effort is immediately felt with the establishment of a free trade zone around the city of Mafraq and with the completion of the Wihda dam project.

In **Somalia**, 10,000 police and civilian weapons were registered.

In **Congo Brazzaville** the government was supported in small arms control and the communities were supported in weapons collections. Over 627,000 small arms, light weapons, explosive devices and ammunitions were destroyed.

In the **Western Balkans**, with the support of the partnership, SALW control strategies and national action plans were in place in each country by 2006, and by 2007, legislation to control circulation of SALW had been passed in **Albania, Croatia, Kosovo** and **Macedonia**. In Macedonia, an amended law on weapons was adopted and laws on private security companies were reviewed and amended.

At the **regional level** support to **Central American** and the Economic Community of **West Africa** small arms control strengthened regional, national and local institutional capacity to tackle small arms proliferation, including promoting national small arms commissions and helping control and combat arms trafficking by establishing mechanisms for the exchange of experiences and information at the regional level.

## REINTEGRATING EX-COMBATANTS INTO PEACEFUL SOCIETIES

**H**aving in many cases lived by the gun for years, the reintegration of ex-combatants, including many children, into civilian life is essential to their well-being and to the security of communities. During the transition from conflict to peace, ex-combatants remain a potential security threat to their communities if they are without civilian livelihoods and support.

Therefore, the process of disarming, demobilising and reintegrating ex-combatants plays an important role in enhancing security and stability in post-conflict environments. Successful disarmament, demobilisation and reintegration lays the

groundwork for protecting and sustaining the communities in which the ex-combatants can live as law-abiding citizens, while building national capacity for long-term peace, security and development.

Support to ex-combatants needs to be framed within an overall strategy that respects expectations and equity among all members of the community, not just the ex-combatants themselves, in order to avoid fueling resentment. Children associated with armed forces need specifically-tailored support involving communities and giving particular attention to girls.

During the period under review, the UN-Commission partnership spanned disarmament, demobilisation and reinte-



gration across many regions. It also included preventive approaches such as in **Liberia** and **Colombia** where people, including children at risk of being recruited into armed groups, were supported with peace education, psychosocial support,

health services and sexual and reproductive health awareness. In order to incentivise ex-combatants to surrender their weapons and start to reintegrate into communities, the UN-Commission partnership provided food and vocational training.

### SOME RESULTS OF THE UN-COMMISSION PARTNERSHIP IN REINTEGRATION OF EX-COMBATANTS

In **Southern Sudan**, 8,000 children were demobilised and reintegrated.

In **Colombia**, 210 children were demobilised and received psychosocial support with their families.

In **Somalia**, 6,000 militia were disarmed and demobilised and 10,000 police and civilian weapons registered.

In **Cote d'Ivoire** over 22,000 ex-combatants benefited from peer education.

In **Indonesia** the UN and the Commission contributed to peace consolidation by supporting the Aceh Reintegration Agency in generating jobs.

### SUPPORTING A SUSTAINABLE RETURN OF REFUGEES AND DISPLACED PEOPLE

The return of refugees or internally displaced people (IDP) to their home communities can present particular challenges. Returns often happen under conditions of lingering insecurity, to places where infrastructure and basic services are insufficient to meet the needs of the returning populations. Access to legal counselling and assistance is essential: during flight and in exile, documents are often lost or destroyed, and upon return this may prevent individuals from enjoying basic rights and accessing services. In many countries, returnees find their homes and properties taken over by others, with the occupiers often displaced themselves and unable to recover their own properties. Women and unaccompanied children are at particular disadvantage when accessing services, including justice. A sustainable return is also often hampered by a shortage of jobs and basic services. Under such circumstances, returnees may be perceived as a

burden and a threat by communities that are already stressed, running the risk of tension or further displacement.

The Commission contributed in many ways and many countries to UN efforts to facilitate and organise the return, reintegration and protection of refugees, often in difficult circumstances. In 2008, the partnership helped the safe return of over 1.5 million refugees and internally displaced people. Assistance included medical screening which ensured that returnees with health problems were supported. Public awareness campaigns through the radio and press informed returnees of conditions in their home countries and of their rights. As many returning refugees or internally displaced people had no house to go back to, the UN and the Commission provided shelter to the most vulnerable. Cash grants and support to basic livelihoods also contributed to a sustainable return. Further, the partnership ensured a protective environment by establishing legal clinics which provided free advice and intervened with the authorities or with the communities as necessary.

### SAFE RETURN AND REINTEGRATION IN AFGHANISTAN

The different aspects entailed in ensuring a safe and sustainable return can be illustrated by the case of **Afghanistan**, where since 2002 the UN and the Commission have worked together to ensure the return in dignity of over 4.3 million refugees from Pakistan and Iran. Returning refugees received mine awareness training and were provided with both transport and financial support to cover their immediate expenses. Living conditions in the areas of return were improved with water and sanitation, health facilities and shelter. In 2008 alone, 10,000 households benefited from basic housing. The partnership also secured shelter and basic infrastructure for internally displaced people in urban areas of Afghanistan.

Throughout the process the UN and the Commission supported Afghan authorities in overcoming obstacles to sustainable reintegration. This included monitoring human rights and providing free legal aid. The existence of legal counselling centers also increased the capacity of formal justice systems.

Solutions for Afghans in neighbouring countries were also explored, with stakeholders assisted in defining a refugee and migration policy and in managing displacement and migration to and from Afghanistan. The capacity of Afghan authorities, including the Ministry of Urban Development, the Ministry of Refugees and Repatriation and the Kabul municipality, was strengthened to promote provision of sustainable livelihoods and safe return.

## COMBATING SEXUAL VIOLENCE

In times of conflict, sexual violence including rape is too often used as method of war. Women and children are the most likely victims. Increased attention has been given to the widespread sexual violence in countries such as **Sudan**, the **Democratic Republic of Congo** and **Cote d'Ivoire**. United Nations Security Council resolutions explicitly identify sexual violence as a war crime and a crime against humanity. Improved protection of individuals at risk must be accompanied by systems and institutions that bring perpetrators to justice and help the psychological recovery of the survivors.

In the **Democratic Republic of Congo**, the UN-Commission partnership supported the drafting of new legislation on sexual violence and for the first time high-level military and police personnel joined forces to lead a campaign on ending violence against women. In **Colombia**, public authorities, armed forces, displaced women and adolescents were made aware of the disproportionate impact of the conflict and violence on women and advised how to deal with it. Victims of gender based violence received medical and psychosocial assistance in **Burundi, the Democratic Republic of Congo, Tanzania, Nepal, Darfur** and **South Sudan**. As part of the recovery process after

the earthquake in **Peru**, the UN-Commission partnership provided protection from violence to women and girls through community based networking and legal and psychological support.

All United Nations peacekeeping personnel, civilian and uniformed, are bound by standards outlined in the Secretary-General's *special measures for protection from sexual exploitation and sexual abuse*. However, allegations of sexual exploitation and abuse involving peacekeepers uncovered in Bunia in the Democratic Republic of Congo in 2004 prompted a radical re-thinking of the UN's approach. A *comprehensive strategy to eliminate future sexual exploitation and abuse in United Nations peacekeeping operation* includes a package of reforms to prevent misconduct, enforce UN standards of conduct more effectively and allow for speedy remedial action. Since mid-2005, training on prevention of sexual exploitation and abuse is mandatory for all peacekeeping personnel on arrival. Additional guidelines and the establishment of conduct and discipline teams mean allegations and investigations of misconduct are handled in a more consistent professional and timely manner. A United Nations comprehensive strategy on assistance and support to victims of sexual exploitation and abuse by United Nations staff and related personnel was approved by the General Assembly in 2008 and is being implemented.

## EU AND THE UN WORKING TOGETHER TO SUPPORT CHILDREN AFFECTED BY ARMED CONFLICT

The partnership between the EU and the UN in addressing children affected by armed conflict includes a series of elements:

- EU support to UN efforts to develop a wide set of principles on children and armed conflict: *the Paris commitments and principles and guidelines on children associated with armed forces or armed groups* broaden the concept of children affected by war beyond child combatants. They protect not only children whose physical security is threatened but also those in dire need of basic services (education, health, water and sanitation) and those displaced by war or suffering hunger or disease. The guidelines signal an important shift in focus by addressing prevention of recruitment and early and sustainable demobilisation;
- EU human rights guidelines: the *guidelines on children and armed conflict* (2003, updated in 2008) enhance implementation of UN Security Council Resolution 1612 by focusing EU action on common priority countries. They require EU heads of mission in said countries to monitor and report back on issues for children affected by armed conflict and to feed into UN Security Council discussions;
- EU promotion of UN Security Council Resolution 1612 for a *monitoring and reporting mechanism on violations of rights for children affected by armed conflict*: in cooperation with the UN, the EU took the lead in establishing the Security Council working group;
- Active support to the UN Secretary-General's recommendations that groups perpetrating sexual violence and other grave violations against children be named in future reports to the Security Council alongside those currently named for engaging in recruitment of child combatants;
- The EU and the UN worked together in countries such as **Colombia, Sierra Leone, Angola, Liberia** and **Sri Lanka** to reintegrate children affected by armed conflict into their communities and society. The partnership provided immediate care, schooling and vocational training, psychosocial support and life skills training, tracing of relatives to enable children affected by armed conflict to return to their families, and actions to prevent recruitment of children.



Boy in a playground near the separation wall in the West Bank. (UNICEF/Giacomo Pirozzi).

## UN-EU COLLABORATION ON WOMEN AND CONFLICT

The UN Security Council Resolutions 1325 (2000) and 1820 (2008) on women, peace and security aim at women's equal and full participation in conflict prevention and resolution, peace negotiations and peacekeeping (1325) and protection of women from sexual violence used as a tactic of war, recognising this as a security issue requiring a security response (1820). The UN-Commission partnership has supported:

### Development of key EU policies including:

- *EU human rights guidelines on violence against women and girls and all forms of discrimination against them* adopted by the Council in 2008;
- *Implementation of UNSCR 1325 as reinforced by UNSCR 1820 in the context of ESDP*, a key policy document mainstreaming gender into all stages of EU military, police and civilian operations, 2008;
- *Comprehensive approach to the EU implementation of the United Nations Security Council Resolutions 1325 and 1820 on women, peace and security*, a comprehensive action framework for the Council and the Commission emphasising the need for the EU to engage in strategic cooperation with UN entities to consolidate its work with regard to women, peace and security related issues.

### Research collaboration:

- *Enhancing the EU response to women and armed conflict with particular reference to development policy*, published in 2008 and supported by UN expert inputs.

### Landmark conferences leading to adoption of policies and guidelines, for example:

- 2006 *International symposium on sexual violence in conflict and beyond* which resulted in the "Brussels Call to Action" to address sexual violence in conflict and beyond that is widely used to inspire policies on addressing sexual violence in conflict and beyond. The Symposium also led to 12 UN agencies coming together to coordinate their work on sexual violence in conflict, facilitated by Commission support;
- 2008 *"From Commitment to Action: the EU Delivering to Women in Conflict and Post-Conflict"*;
- *International Colloquium on Women's Leadership in Liberia* in 2009 to advance implementation of Security Council Resolution 1325.

The UN-Commission partnership on gender equality for development and peace supports the full incorporation of gender equality and women's human rights into national development processes and cooperation programmes supported by the European Commission. National mapping studies analysing the impact of implementation of Resolution 1325 have already generated findings on aid effectiveness and gender equality in 12 pilot countries providing useful lessons for both governments of partner countries and donors.

## CASE STUDY: THE AFRICA GREAT LAKES REGION

Potentially one of Africa's richest regions in terms of natural resources, the development of the Great Lakes region\* has been thwarted by conflicts many of which have taken on regional dimensions. The impact of political instability in countries has spilled across borders. Hundreds of thousands of people have been displaced by civil wars and inter-state conflict and communities have been severely strained by hosting large numbers of refugees. Despite progress on the political front, overall the political and security situation in the region remains fragile. This has been acknowledged by leaders of the region who recognise the interlocking nature of the humanitarian and development challenges requires a collective response. The 2006 Pact on Security, Stability and Development signed by governments of the region is a shared vision of the future at the centre of which are conflict resolution, peace and security.

Estimates in December 2008 indicated that between 3.5 and 4 million people remained displaced in the Great Lakes region, either as refugees or as internally displaced people, and more than 5 million people continued to require food aid. The UN and the Commission have addressed this together. Between 2006 and 2008, they facilitated the repatriation of over 328,500 individuals to the Democratic Republic of Congo and Burundi, supported over 620,000 refugees and 62,000 internally displaced persons and helped resettle 3,500 refugees.

The partnership provided a package of measures to refugees, displaced people and returnees. It offered safe transport and resettlement to returnees. It provided protection and basic assistance in camps in **Rwanda, Burundi** and **Tanzania** in addition to malaria and HIV/AIDS prevention and treatment programmes. Furthermore, standard operating procedures to prevent and respond to sexual and gender-based violence were put in place. To further facilitate sustainable reintegration for repatriating refugees, the UN provided food rations, assistance to rebuild basic houses and access to community based basic health services. Peaceful resolutions to land and property conflicts further contributed to successful reintegration. Schools were also rehabilitated, allowing returning refugee children as well as the children from the local communities to attend classes.

The UN-Commission partnership supported a series of measures to help provide people with a brighter long term future. These included the repair of access roads in the **Democratic Republic of Congo** to assist not only the return of displaced populations but also to stimulate market development and generate greater economic opportunities. Groups were provided with micro-credit. Professional kits were distributed to selected groups of craftsmen, cattle-breeders and fish farmers. Socio-community projects supported cohesion between displaced people and local populations, encouraged harmonious reintegration and improved conditions within communities. The partnership assisted some 95,000 of the most vulnerable and war-affected rural families in North and South Kivu to rebuild their livelihoods through agriculture and fisheries, with a special emphasis on women. It also facilitated development of a campaign and conducive policy and legal framework in the Democratic Republic of Congo to support women victims of sexual violence. Further, around 30,000 Congolese children that had been forced to participate in the conflict were demobilised and helped to reintegrate into their family and community.

In 2008 **Burundi** received the second largest refugee return movement worldwide, after Afghanistan. To help the country maintain stability and facilitate refugee return and reintegration, the UN and the European Commission worked together to better organise the transport and reception of some 100,000 returnees and to provide more than 40,000 adults with Burundian identity cards. In addition, the partnership provided shelter kits and technical assistance to 13,200 vulnerable families and supported returnee monitoring and the peaceful resolution of land conflicts between returnees and residents. Simultaneously, the construction of 15 primary schools in key return areas started in 2008.

While contributing to the long-term reintegration of returnees in Burundi, European Commission support through the UN was also instrumental in continuing assistance to some 28,000 refugees from the Democratic Republic of Congo, ensuring their registration and access to international protection, the provision of more than 1,600 tons of food and 160 tons of basic household items, and educational support for more than 5,000 refugee children. The UN, European Commission and partners provided assistance to more than 25,000 Burundians expelled from Tanzania in the last 3 years: assistance included food and non-food items, medical and psychosocial assistance and information and counselling; assistance to unaccompanied and separated children, registration, transport and provision of identity cards.

In **Uganda**, the partnership assisted over half a million internally displaced persons (IDPs) and ex-IDPs in 2007 alone. In 2008, the total number of beneficiaries was over one million people. Support to primary enrolment through back-to-school campaigns led to an increase in primary school enrolment of 15%. 90% of displaced children now access school in return areas and 105 schools implement minimum safety and protection measures.

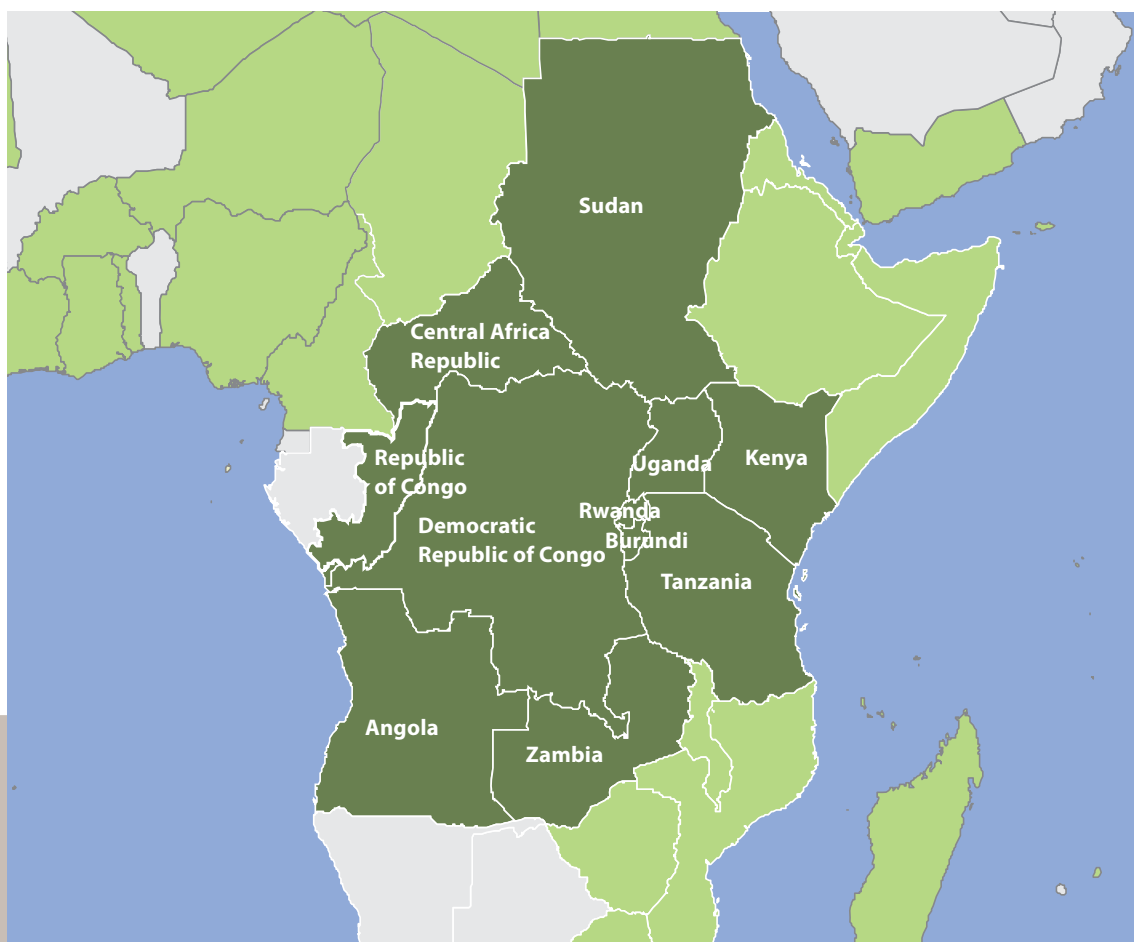


Returnees from Kigeme camp in Rwanda sing after having arrived on the Burundian side of the border. (UNHCR/A. Kirchhof)

The UN-Commission partnership has invested significantly to support democratic transitions in the region as well as to build the institutional capacities of governments, parliaments, human rights institutions and civil society. In **Tanzania**, the partnership supported a comprehensive programme to deepen democracy, building capacities of political parties and the national electoral commission while supporting the nationwide introduction of civic education. A similar programme was implemented in **Uganda**. Arguably the most elaborate governance partnership has been in the **Democratic Republic of Congo**, where through the United Nations, the Commission assisted the country both financially and technically to conduct successful elections in 2006. The figures are impressive, with the UN-Commission partnership allowing for the registration of some 25 million eligible voters, the delivery of 117 million ballot papers to more than 50,000 polling stations across the country, the training and equipping of almost 100,000 police officers to ensure security of the ballot, and training of one million polling agents.

The significant resources provided under the UN-Commission partnership made a notable contribution towards sustainable peace, reconciliation and social cohesion in the region.

\* The eleven core countries comprising the Great Lakes region are Angola, Burundi, Central Africa Republic, Democratic Republic of Congo, Kenya, Republic of Congo, Rwanda, Tanzania, Uganda, Sudan and Zambia. The common denominator is that they share the Lakes Kivu, Albert, Edward, Victoria, Mweru and Tanganyika in Eastern Africa.



*A girl in class at a "child-friendly" school in Pakistan.  
(UNICEF/Giacomo Pirozzi).*



## Restoring Social Services

*The UN and European Commission partnership assist governments and communities by delivering basic health, education, nutrition and water and sanitation services in the immediate aftermath of crises, and in restoring institutional and physical infrastructure enabling local actors to take back the reins of their provision in the medium and long term. Educational systems were not just restored to pre-crisis conditions but improved in terms of quality and inclusiveness. Epidemics were controlled and early warning systems strengthened to help prevent future outbreaks. Water management was improved, while transitional food safety nets ensured people's survival and ability to take advantage of opportunities for recovery.*

Preserving and expanding the skills and strengths of affected populations is essential in post-crisis recovery. Protecting and restoring basic social services such as health, education, nutrition, water and sanitation enable people to take advantage of opportunities for sustainable recovery. These actions in turn provide immediate results for vulnerable populations and can demonstrate the commitment of authorities to support the basic needs of their populations. The functioning of these basic social services are also vital for achieving the Millennium Development Goals.

### SECURING ACCESS TO QUALITY EDUCATION

Promoting education, even during crises, is central to poverty reduction and the achievement of the MDGs as education offers children the knowledge and skills they need to be active citizens, contribute to peace and reconstruction and participate successfully in the economy. Education also leads to better health and higher incomes. An educated workforce is a prerequisite for building a well-functioning society and economy offering opportunities to all. In addition to the more obvious benefits of education, getting children into school during and after a crisis provides “quick wins” in the post-conflict environment as the reconstruction of schools and the return of children can be one of the most effective ways to demonstrate to the local population that the government is spending less money on war and weapons and increasing public spending.

There are many challenges when providing children with education in a post-crisis situation. Conflicts and natural disasters destabilise social infrastructure, leaving all children, especially girls, vulnerable to threats. In most countries affected by armed conflicts families are afraid to allow their children to return to school, worried that the armed groups will abduct them as they walk between school and their home. Indeed many children are taken by force and recruited into armed groups. Furthermore, physical infrastructure such as school buildings may be destroyed in crises – a violation of international humanitarian law – and there is often a lack of teachers and school materials.

All these factors contribute to the challenge of ensuring access to education in crisis situations, a challenge that the UN and the Commission are committed to address.

In crisis and post-crisis recovery periods, the UN and the Commission make education a priority. Provision of education is a good opportunity for “building back better” rather than just restoring the education system to what it was prior to the crisis. For example, after the earthquake which devastated communities in **Pakistan**, and in **Afghanistan**, the UN and the Commission worked with the government to re-establish schooling with a particular emphasis on ensuring access for girls and minorities that had previously been excluded from education. The UN used the opportunity during education rehabilitation to establish “child friendly” schools which put the care, protection and education of children at the centre while also providing appropriate skills training for teachers.

Attending school in the immediate aftermath of a crisis also helps re-establish a sense of normality for affected children thus contributing to their psycho-social well-being. The school provides a space where children are occupied with learning rather than focusing on their deprived conditions or on the conflict. Even a seemingly simple incentive such as provision of school meals has encouraged parents and carers to send their children to school. Such an approach was particularly effective in **Chechnya**, where the UN and the Commission reestablished schools as a priority to provide children with a safe environment, decent education and psychological and social security. The programme also delivered much-needed school meals.

Enrolling children on tailored catch-up courses enables them to fill gaps in their education. It also reduces the risk of recruitment or re-recruitment of children into the armed forces while providing skills for livelihood development. In post-conflict **Liberia**, **Uganda** and **Cote d'Ivoire** the UN and the Commission provided opportunities for education and vocational training which kept children who were associated with armed forces and armed groups in school.

Schools can also play a role in peace building by bringing children together to address and contribute to community cohesion and mediation efforts. In some countries, even after the crisis, children are affected by a constant threat of violence and therefore lack open spaces to play safely. This is the case in the **Occupied Palestinian Territories**, where the Commission and the UN supported children by offering psycho-social support and a safe haven for play.

Schools can also be used as centers for delivery of other needed services, such as in **Iraq** where the UN-Commission partnership ensured schools were used as a focal point for delivery of health and nutrition, in addition to rehabilitating the physical school infrastructure, building institutional capacity, and delivering 6 million textbooks.

The children who are refugees or internally displaced deserve a special focus. It is estimated that half of the world's 25 million internally displaced people are children who have no scope to pursue their education. The Commission and the UN emphasize the importance of providing education and skills development in long-term refugee and internally displaced people camps and on integrating displaced populations into local schooling or training programmes.

These measures help ensure that when those populations return home they have the education and skills necessary to reintegrate, generate their own livelihoods and contribute to recovery in their communities. The UN-Commission partnership has also focused on ensuring that returnees go back to school in their home communities to ensure that their education continues with minimal interruption, and to help them reintegrate into the community.

### SOME RESULTS OF THE UN-COMMISSION PARTNERSHIP IN EDUCATION

In **Liberia** 590,000 children in 1,900 schools received school meals which boosted the learning capacity and the number of children that stayed in school.

In **Bangladesh** a school feeding programme which started as an emergency response after the cyclone continued well into the recovery period and provided over 550,000 children with school meals in 2008.

In the **Occupied Palestinian Territories** some 50,000 children per year participated in psychosocial sessions. Of these, 94.5% felt their ability to express their feelings had increased greatly and 49% said symptoms of distress had disappeared, while another 36% said that they had decreased substantially.

In **Iraq** schools were rehabilitated and children provided with health and nutrition in the schools. Also, 6 million textbooks were delivered.

### ENSURING EQUITABLE ACCESS TO HEALTH CARE AND STOPPING THE SPREAD OF DISEASE

Conflicts and natural disasters have major health consequences. Crises substantially increase the incidence of contagious diseases. Children and women are particularly vulnerable to malnutrition, disease and violence. This is largely due to the interruption of existing health and social services and is further compounded by population displacement, lack of access to food and other essential commodities, overcrowding, and poor water and sanitation facilities. Many deaths can result indirectly from consequences of conflict or natural disasters such as malnutrition and communicable diseases. Children under five years of age have the highest mortality rates in emergency situations. Of the countries with the world's highest rates of mortality for children aged below five, seven are affected by conflict or its aftermath. Maternal mortality in conflict-affected countries tends to be extremely high often exceeding the average for least developed countries.

A key challenge in post-crisis settings is to move from immediate delivery of life-saving interventions to the re-establishment of routine primary health care services, delivered through rehabilitated health systems. Affected populations need access to health services which implies both improving infrastructure to facilitate physical access while also ensuring availability of services that address the needs of the whole population including the most vulnerable. For example, sexual and reproductive health serv-

ices including family planning and obstetric care should be provided at every stage of the rehabilitation process. Sexually transmitted infections including HIV/AIDS, pose a particular threat in a post-crisis situation as they spread rapidly as a result of sexual bartering, sexual violence, low awareness and the breakdown of vital services in health and education.

With the support of the Commission, the UN worked in 17 post-crisis countries to ensure that sexual and reproductive health services were provided through strengthened national health systems. In addition to providing urgently needed reproductive health supplies, it built capacity in-country through training and technical assistance. The UN and the Commission also joined forces to ensure sexual and reproductive health service delivery in post-crisis settings. For example, after the earthquake in **Pakistan** mobile clinics brought essential services to people who needed them. Health centers were equipped and staffed to address the needs of pregnant women, provide family planning, and provide prevention, treatment and care for patients with sexually transmitted diseases including HIV/AIDS.

The UN and the Commission also increased collaboration with government partners to build national health systems capable of providing basic health services to entire populations. Using internationally agreed frameworks to guide the early recovery and rehabilitation of health systems, the partnership helped ensure that recovery efforts fitted into and supported the longer-term development of sustainable health systems.





*A woman and her baby visit a health center in Eastern Equatoria, Sudan. (UNDP/Sudan).*

Replacing health personnel presents another key challenge especially where long-term conflict has driven skilled health personnel from the country. The UN and the Commission worked together at global, regional and country levels on a European programme for action to tackle the critical shortage of health workers in developing countries. They supported strengthening of country capacity through political and policy dialogue and planning, capacity building and civil service reform. Priority regional actions in Africa, Asia and Latin America and the Caribbean focused on mapping and analysing local skills and skills requirements as well as fostering technical and political dialogue. The partnership supports regional observatories on human resources, promotes regional training resources and enhances regional research capacity.

## SOME RESULTS OF THE UN-COMMISSION PARTNERSHIP IN HEALTH

In **Pakistan** 13,000 women were provided with reproductive health care while their babies were given neo-natal care.

In **Sudan/Darfur** the partnership supported 81 clinics run by NGOs as well as 33 basic maternal and child health centers and 8 emergency obstetric care facilities. Doctors, medical assistants and midwives were trained on clinical management of rape and traditional birth attendants received training to support victims of gender based violence.

In the **Cote d'Ivoire** infection and spread of HIV/AIDS and other sexually transmissible infections was prevented by awareness and prevention services as well as HIV counseling, testing and treatment for ex-combatants.

In **Sierra Leone** nurse anaesthetists were trained.

In **Liberia** primary health care clinics as well as the "cold chain" necessary for delivery of vaccines and medicines was re-established.

In **Sudan/Darfur, Nepal** and **Pakistan** mobile health centers provided for immediate health needs while health centers and hospitals were rehabilitated to provide longer-term services to entire populations.

## CONTROL AND PREVENTION OF EPIDEMICS

Re-establishing functioning health systems and improving their capacity to respond to epidemics has been a major focus of the UN-Commission partnership in several post-crisis countries:

In **Liberia** the UN and the Commission enhanced response capacity to epidemics through improved surveillance and early warning systems. Cholera, acute bloody diarrhea and lassa fever are endemic in the country. Commission-funded UN activities strengthened the national integrated disease surveillance, response and early warning system which resulted in timely reporting and prevention of outbreaks.

In **Sudan** the UN and the Commission supported emergency preparedness and response in the Abyei region and South Kordofan State to reduce mortality and morbidity amongst vulnerable populations. The partnership helped create a health information management system and disease early warning system. It also improved coordination mechanisms among all health partners to support procurement of relevant drugs, equipment and supplies and training of health workers. A mechanism was created whereby task forces would be set up whenever a risk of outbreak of a communicable disease occurred. In both regions, the cholera task force was created at the outset of the rainy season to initiate preventive measures and activities. Since these early warning and response systems on communicable diseases also provided key elements of a broader health information system, they in fact supported the rebuilding of an effective health system. The capacity of the health systems in the targeted regions to respond to outbreaks improved significantly, benefiting two million people, mainly pastoralists and internally displaced people or returnees.

## DELIVERING AND SUSTAINING WATER AND SANITATION SERVICES

Safe drinking water and hygienic sanitation facilities are preconditions for health and crucial for poverty reduction, sustainable development, and for achieving the Millennium Development Goals. Poor access to clean water can contribute to the spread of diseases even years after the end of a crisis, significantly impacting the health of crisis affected populations.

Crises almost inevitably cause disruption and destruction of basic water and sanitation services as infrastructure is destroyed and water sources can become polluted. Diseases - including diarrhea, cholera, typhoid, respiratory infections, and skin and eye infections - are all more likely to occur when water supplies and sanitation services are poor. Unless good hygiene is consistently practiced by affected people the danger of disease outbreaks will persist.

Reconstruction after a natural or man-made emergency often provides an opportunity to “build back better” by improving physical infrastructure, re-building national institutions, improving water resource management, improving hygiene practices, rebuilding capacities and retraining people. Involving the whole community including the most vulnerable in the design, operation and maintenance of community systems has been shown to be an effective method of rehabilitating water and sanitation systems. This approach reflects the UN-Commission commitment to a rights-based approach to recovery as it involves the most vulnerable and marginalised in managing the rehabilitation and expansion of water and sanitation systems. It also builds the capacity of the community to manage their own water systems.

Using a sustainable recovery approach, the UN and the Commission collaborated in post-crisis countries assisting governments and communities to build sustainable and community-based water and sanitation systems. The efforts ranged from establishing communal latrines to the more systemic approach of rehabilitating and establishing new water supply systems, and to comprehensive long-term interventions in complex emergencies. In **Darfur** the partnership ensured that 2.5 million people had access to safe drinking water and 6,000 people had access to 300 rehabilitated communal latrines while 500 households were provided with latrines.

The partnership also rebuilt and retrained the institutions responsible for water management at both the community and national levels. In **Iraq** the UN and the Commission improved the solid waste management capacity of the Iraqi Ministry of municipalities and public works and the governorate of Basra, which ensured improved access to water sanitation and waste management for the communities in both the short and long term. In **Somalia** the UN and the Commission supported development of a legal framework for the longer-term governance of water supply in urban areas.



Community members beside a sand filter in the Upper Nile region in Sudan. (UNDP/Sudan).

Thanks to the partnership, service delivery and maintenance in urban areas improved and resulted in, for example, improved water and waste management in public markets and slaughterhouses. In improving community health, changing key hygiene behaviours can often be as important as rehabilitating infrastructure. There is now very clear evidence showing the importance of hygienic behaviour, in particular hand-washing with soap, to avoid the spread of diseases. The UN-Commission programmes often included community education programmes covering hygiene and environmental awareness as a key component. For example in **Chechnya** people received safe drinking water in schools and in medical facilities, while their awareness about the importance of hygienic behaviour was raised.

## PROMOTING FOOD SECURITY

In post-crisis situations people's actions to meet their immediate food needs may undermine their health and well-being in the long run. Their actions may also hamper their ability to meet future food needs and cope with further crises. Crisis-affected people often eat fewer, smaller and less nutritious meals in order to make what they have last longer without depleting their assets. If farmers are forced to sell their livestock, they lose access to milk and meat, receive a low price on the market from livestock sales and may not be able to afford to replenish their herds in a sellers' market after the drought has subsided. Similarly, families may mortgage their land or take out crippling loans to meet the short-term needs of their families. Many may even migrate from their homes to survive, losing access to their livelihoods and the communities and networks on which they would normally rely in times of stress.

By directing food aid to those at risk of losing their livelihoods, along with those who have already lost them, the UN-Commission partnership has helped to preserve assets that the entire

community relies upon to survive and recover. Food aid also counterbalances the negative actions that impact on people's health and nutritional status. By channeling food through women, the UN and the Commission can best ensure that consumption needs are met and that those assets that are most essential

to preserving a household's ability to meet its food needs are preserved. Where food is available on the market and people simply cannot afford to purchase it, cash may be a preferred response. The UN and the Commission have worked together in several post-crisis countries to improve immediate food security.

## TRANSITIONAL SAFETY NETS TO ENSURE FOOD, NUTRITION AND HEALTH SECURITY

UN direct assistance - predictable and timely food, cash or voucher transfers to vulnerable families, meals that keep children attending school, and health and nutritional support for new mothers and children – contribute to preserving and rebuilding human capital even when only provided in the short-term. These interventions provide “transitional safety nets” to societies where traditional safety nets are failing. In post-crisis contexts, humanitarian assistance and/or transitional safety nets may be required well into the recovery period to ensure the well-being of people and to ensure that their well-being does not deteriorate. Transitional safety nets play a role in ensuring that affected populations will be able to benefit from and contribute to future development opportunities.

In response to the conflict in **Georgia's** break-away region of South Ossetia, the UN and the Commission provided immediate relief, helping the Government overcome the catastrophic results of the humanitarian crisis. Following this, the assistance quickly shifted to recovery mode, helping people in return areas to retain their assets and recover from severe external shocks. In 2008, assistance was provided to internally displaced people who were accommodated in communal centers, to those resettled through the government's housing programme and to returnees in areas adjacent to the conflict zone. For example, 142,800 internally displaced people, returnees and other vulnerable groups in the conflict-affected areas received food. The partnership also provided sustainable food security among rural poor populations through community-based food-for-work activities; 22,350 people received food-for-work. Through its food-for-education component, the UN-Commission partnership provided food assistance to 4,750 schoolchildren in impoverished communities as they were the most vulnerable and at risk of dropping out of school.

In response to Cyclone Sidr in Southern **Bangladesh**, the UN and the Commission implemented a two phase response. Phase I focused on relief, micronutrient supplements and emergency school feeding. Phase II focused on recovery, rebuilding livelihoods through food for work and cash for work initiatives. General food distribution continued beyond the initial planned period based on an emergency food security assessment showing continued need for relief assistance. In 2008 a total of 2.3 million people affected by the cyclone received distributions of food. Over 160,000 malnourished pregnant or breastfeeding mothers as well as children received micronutrient supplements. To keep children in school throughout the recovery period the school feeding programme, which started out as an emergency response, continued well into the recovery period and in 2008 over 550,000 children received school meals. Almost 380,000 people received either food-for-work or cash-for-work.

Access to basic preventative medical care and treatment is particularly important where crowded living conditions facilitate the spread of disease. In camps for internally displaced people in particular, there is a need to ensure the prevention and control of epidemics. Therefore the provision of basic health care services, vaccination rounds, support to nutrition and supply of potable water as well as sanitation is of critical importance in these camps.

In **Eritrea**, the UN and the Commission offered nutritional and health services, including maternal health services for people living in the coastal areas as well as for areas where internally displaced people had resettled. The direct beneficiaries targeted included 170,730 people living in the western and eastern lowlands where the highest infant and maternal mortality rates prevailed nationally. The objective of the UN-Commission intervention was to reduce the mortality and morbidity due to malnutrition, acute communicable diseases and risks linked to pregnancy, delivery and post-natal period among the target population. This was done through support to supplementary and therapeutic feeding, immunisation services targeting communities in remote areas, and management of childhood illnesses. Support to pregnant nomadic women was improved by the attendance of skilled care-providers during delivery through the use of maternity waiting homes. The strategy also involved improving knowledge and skills of health workers on maternal and neonatal health, providing training to traditional birth attendants for a new role as reproductive health promoters in villages, and supplying the requisite equipment and supplies to health facilities.

As a result of the UN-Commission partnership in Eritrea, 98.6% of severely malnourished children were supported by community-based therapeutic feeding. Of these children, 85.7% recovered. Of children less than 2 years of age, 82% were fully vaccinated. All children who were admitted to the health facilities for diarrhea recovered. The use of maternity waiting homes increased by 56.6% ensuring that an increasing number of pregnant women were supported by skilled birth attendants.

## COUNTRY CASE STUDY: SUDAN

The political, humanitarian and development landscape in **Sudan**, the largest country in Africa, is complex and rife with contradictions. After years of a violent conflict that is estimated to have claimed some two million lives the country is on a path to recovery, albeit amidst a complex interplay of challenges. The Comprehensive Peace Agreement signed in January 2005 brought about sustained but fragile peace between the northern and southern parts of the country, while a boom in oil revenues is fuelling relative prosperity in the north. Nevertheless, the Darfur region suffers one of the world's most complex humanitarian challenges with large-scale displacement and untold suffering.

The interlocking political, humanitarian and reconstruction challenges are made worse by disagreements over how to split the country's oil revenues. Furthermore, emerging sectarian violence in the oil-rich Abyei region, and the recent indictment of the country's President by the International Criminal Court are generating uncertainty over the country's short-to-medium term outlook. Moreover, the Darfur conflict risks assuming regional dimensions as armed violence and displacement of people spill into neighbouring Chad and the Central African Republic.

The UN and the European Commission have worked together on a number of fronts to support the country as it grapples with this complex mix of challenges. Support ranged from assistance to political negotiations and peace-building to recovery, rehabilitation, demobilisation and re-integration including of children associated with armed groups, and protection and feeding of millions of internally displaced people. It also included enhancing access to basic social services, building capacity for development management, and addressing landmine contamination. Across the country, the joint partnership further supported the strengthening of public and governance institutions, and the development of skills and human capacities.

In the health sector, support was provided to strengthen health system capacities for emergency preparedness and response to reduce mortality and morbidity amongst vulnerable populations. Training of health workers, establishment of health information management systems and early warning systems improved the capacity of the overall health system to respond to disease outbreaks. Support to emergency obstetric care saved the lives of women and children.

In fostering durable peace, the UN and the Commission worked together to enhance awareness of the Comprehensive Peace Agreement, popularised the transitional legal framework for southern Sudan, and helped national actors promote values of peace and tolerance amongst different tribes. To combat environmental degradation, it supported the formulation and implementation of a national plan for environmental management of which climate change adaptation, desertification control and biodiversity conservation are key components. In urban planning and management, it stimulated and supported the formulation of pro-poor policy in support of urban poor and internally displaced people. In the governance domain, the partnership improved access to justice and developed the institutional capacities of the rule of law institutions to enhance human security.

Repatriation, including provision of a full complement of services to returnees, as well as humanitarian relief are regular features of the landscape in Sudan. The joint UN-Commission partnership in Sudan has supported organised voluntary repatriations of thousands and provided basic medical, food and non-food assistance to assist their effective re-integration. It has repaired roads, cleared mines, and established community infrastructures, all of which have had significant effects in revitalising local economies, in generating economic opportunities, and impacting positively on the livelihoods of ordinary people. Perhaps nowhere else is this more evident than in southern Sudan and three Protocol Areas, namely Blue Nile, South Kordofan and Abyei, where the joint collaboration between the UN and the Commission, in partnership with the regional government and non-state actors, has supported the recovery and rejuvenation of the local economy and the rehabilitation of infrastructures decimated by years of conflict. The partnership has empowered communities and local/state institutions, through the provision of training, and crucial working tools and the establishment of systems, to enable them to drive ahead the socio-economic renewal of the country.

To support the recovery process in conflict-affected rural communities throughout Sudan, a community-based recovery and rehabilitation programme has been in place in nine states and Abyei Area with more than 40 national and international NGOs pooled into 10 consortia. Supported and managed by the UN-Commission partnership on behalf of the Government of National Unity and the Government of South Sudan, the programme works closely with the Ministry of International Cooperation in partnership with 23 local governments. The results span across a wide spectrum; for example to build capacity and strengthen institutions, the programme trained 1,618 people in public administration and established/reorganised 150 village development committees. In improving livelihoods, 8,878 households were provided with agricultural inputs/tools to start food production while 70,860 animals were vaccinated. Further, basic services in these states were strengthened with the rebuilding or refurbishing of 241 water systems including water pumps, boreholes, wells and water networks.

Amongst the challenges the country faces, the successful disarmament, demobilisation and re-integration (DDR) of former combatants remain key, and it is deemed central to ensuring the population's security and the long-term stability of the country. The UN and the Commission have been working together to strengthen the capacities of key institutions managing the DDR process and have supported the sustainable re-integration of former combatants through the provision of direct assistance (such as training in agriculture and animal husbandry, vocational training, and establishment of small businesses). As a result of the partnership, 8,000 children have been demobilised and reintegrated in Southern Sudan.

In Darfur, the partnership has supported national and international efforts in addressing the complex humanitarian challenges and has met the basic needs of the million displaced in the region. It has provided life-saving services, including food, to over 3 million people. It has provided some 2.5 million people in rural and semi-rural areas, including half a million internally displaced people, with disinfected water, enhanced access to clean and safe water thanks to the establishment and maintenance of dozens of water points, and drilling and installation of hand pumps in various locations. Also, it has supported the region with emergency obstetric care, and built schools.

**Key results achieved through the UN-Commission partnership in Sudan in 2008:**

- Over 6 million people fed, of whom over 1 million were children under the age of 5;
- 2.5 million people accessed safe drinking water in Darfur;
- 241 water systems refurbished or built (e.g. water pumps, boreholes, wells, networks);
- 8,000 children demobilized and reintegrated into their communities in Southern Sudan;
- Over 1 million additional children enrolled in school. Percentage of girls attending school up from 14% during the conflict to 34% by end-2008;
- 583 teachers trained;
- 14 schools and 36 classrooms constructed in Darfur, 8 schools in South Sudan rehabilitated;
- In South Sudan, 10 boreholes rehabilitated and in Darfur, 20 wells, 50 latrines and 40 small scale water projects established;
- In Darfur, 300 communal latrines rehabilitated for 6,000 people, and 500 household latrines constructed;
- School latrines combined with washing facilities constructed and in use, benefitting 2,000 children;
- Non-food items distributed to 54,484 returnees in South Sudan;
- 85% of health facilities in Darfur assisted with emergency obstetric care and reproductive health services, 600 individual safe delivery kits provided and 4,185 emergency reproductive health kits supplied in 38 health facilities. All medical and paramedical staff trained in emergency obstetric care, HIV/AIDS prevention and care, clinical management of rape and community-based safe motherhood.
- 522 health workers - nurses, traditional birth attendants, midwives and community health workers trained;
- On gender-based violence, 30 training sessions held for health professionals and police forces; 85 gender-based violence committees established at community level to strengthen referrals and assess cases before handing over to the police. Media activities including educational sessions for journalists conducted;
- 400 micro-enterprises established to promote economic enterprise and enhance overall livelihoods;
- 307 farmer associations trained and provided with agricultural inputs;
- 8,878 households provided with agricultural inputs/tools to start food production;
- 70,860 animals vaccinated against disease;
- 1,618 people trained in public administration;
- 150 village development committees established or reorganised;
- 479 women received handcrafts or skills/business training.

*Teachers demonstrate proper procedure for holding a baby after delivery during a training session for midwives in Southern Sudan. (UNICEF/Shehzad Noorani).*



*A girl repairs her father's fishing net after the Cyclone Sidr in Bangladesh. (UNICEF/Noorani)*



## Jumpstarting Livelihoods

**The UN and European Commission partnership assisted governments and communities in repairing roads that opened up access to services and opportunities for many, including returning refugees. Agricultural productivity was stimulated. Other jobs – both short and longer term – were generated by rapid employment programmes as well as by targeted training to develop vocational skills, enabling people to rebuild their livelihoods.**

While the reasons for crisis situations may differ vastly, common consequences include nonexistent or demolished physical or social infrastructure, destroyed livelihoods, and damage to the environment and ecosystems upon which many people rely for their livelihoods. The agricultural sector, vital for a vast majority of the poor, is often vulnerable in post-crisis environments. Furthermore, crises damage social networks, destroy jobs, drive down wages and stall private investment and exports.

Often one of the most visible aspects of the damage brought about by armed conflict is the destruction of infrastructure such as houses, bridges and roads. In order to gain strategic advantage, warring parties target ports, telecommunication and electricity infrastructure, energy plants and other economically important physical facilities. The loss of safe drinking water, sanitation and power systems impose serious hardships on civilian populations. Similarly, infrastructure can be destroyed or severely damaged as a result of natural disasters. Economic recovery may be severely restricted by the loss of physical assets.

### REHABILITATING INFRASTRUCTURE AND GENERATING EMPLOYMENT

The rehabilitation of basic infrastructure such as road repair facilitates easier access to essential services for people in a post-crisis environment, particularly in rural areas. Such work can also aid the smooth repatriation of the refugees forced to flee their communities in the wake of a conflict. It also supports development of economic activity.

Moreover, infrastructure rehabilitation in itself provides opportunities for rapid employment – opportunities that are otherwise scarce, especially for vulnerable groups. In post-crisis situations, employment is vital to self-reliance, short-term stability, reintegration, economic growth and sustainable peace. Employment and self-employment enable men and women affected by conflict to make their living instead of turning to violent and illegal activities; therefore they are essential peace building tools. The victims and perpetrators of conflict include a disproportionate number of people aged 15 to 24. They may have been orphaned or separated from family and community, themselves traumatised by war and deprived of basic education, social and vocational skills. Rapid employment is essential for providing income-gener-

ating activities for refugee households, ex-combatants and vulnerable groups.

The UN and the Commission worked in partnership to restore basic infrastructure in a number of post-crisis countries and by doing so created employment opportunities especially for vulnerable people. UN and Commission-supported rapid employment programmes focused on short-term work as an immediate response to crisis while providing a bridge to more sustainable employment in the infrastructure sector.

In addition to creating quick short-term employment opportunities in reconstruction of infrastructure, the UN-Commission partnership supported vulnerable populations to become self-reliant post-crisis. To facilitate the return and reintegration of refugees in **Afghanistan**, the UN and the Commission conducted training courses in tailoring, weaving and computer skills for women. This allowed some 1,200 women to upgrade their skills and become self-reliant. To support youth employment in the Mano River Union countries – **Cote d'Ivoire, Guinea, Liberia and Sierra Leone** – the UN and the Commission promoted youth-led businesses and social projects.

Vocational training programmes help people work their way out of post-crisis poverty. For example, UN-Commission projects in **Bangladesh** were targeted to respond to skills needed in the community and fill gaps in the local economy and thereby strengthen the private sector. The UN-Commission partnership in **Bangladesh** aims to reform technical and vocational education and training policies and systems to match needs and ensure that more people acquire sought-after skills.

Additionally, through volunteerism, the UN and the Commission empowered youth to serve as active development agents within their communities. In the **Balkans**, they facilitated the first regional volunteer exchange programme which enabled young people to support development efforts and gain valuable working experience while fostering cross-regional understanding.



Woman in Sudan analyzing jewelry as part of training on income-generating activities. (UNIDO)

## SOME RESULTS OF THE UN-COMMISSION PARTNERSHIP IN INFRASTRUCTURE REHABILITATION AND RAPID EMPLOYMENT

In **Timor-Leste** the partnership supported the repair and maintenance of roads, which contributed to sustainable employment in the region. It raised the capacity of government and private contractors to improve, maintain and manage the road network using sustainable labour-based techniques. This, in turn, ensured that public investment in rural infrastructure created jobs as well as built skills. 300 km of road were rehabilitated and regular maintenance of 1,500 km of road was carried out. Some 1,040,000 workdays of employment were generated for 23,500 people of whom 30% were women.

In **South Sudan** way stations – places where people stop en route between refugee camps and the border – were rehabilitated and repairs made on smaller roads to enhance transport safety.

In the **Democratic Republic of Congo, Burundi** and **Iraq**, clinics and schools were rehabilitated in areas receiving high numbers of returning refugees or internally displaced people.

In **Tanzania**, important main roads as well as roads in refugee camps were repaired contributing to smooth repatriation of displaced communities.

In **Iraq** and **Afghanistan** people benefited from “cash-for-work” activities which included repairs to roads, irrigation canals, schools and other infrastructure. As a result, immediate basic livelihood needs were met in difficult economic times, protecting people from further depleting their assets in anticipation of more durable solutions.

In **Iraq** school rehabilitation programmes generated 45,000 person days worth of local employment and enhanced the skills of at least 1,500 residents.

## BUILDING BACK BETTER IN LEBANON

Devastation was caused to the Nahr el Bared Palestinian refugee camp in Northern **Lebanon** in 2007 as a result of fighting between the Lebanese army and the terrorist “Fatah al Islam” group. Responding to people’s urgent needs, the UN-Commission partnership supported the reconstruction of the camp, removing rubble and supporting livelihoods. Reconstruction of the Nahr El Bared Camp is a good example of “building back better”. It was based entirely on a community-driven participatory approach representing an impressive model of civic participation.

The effort began with the community’s own initiative to formulate their vision for reconstruction of the camp. The process included drawing up guidelines on access and street widths, and community agreement to reduce the sizes of plots and the built-up area to allow for wider roads and pathways and improved light and ventilation. Each individual family was able to work with architects to design a new home based on their own specific needs and requirements, including wheelchair access. The Commission worked with the UN to support the community with rubble removal, the reactivation of small businesses, and a socioeconomic survey of the local economy. The partnership also supported development of a preliminary design for the Nahr el Bared Camp, and provided shelter and food and non-food items to displaced families.

## GENERATING AGRICULTURAL LIVELIHOODS

Livelihoods such as agriculture, fisheries and forestry are the main sources of income for people living in rural areas. Supporting agricultural sector growth in the immediate post-crisis setting can also provide employment growth, both wage and self-employment, and contribute to longer term economic growth and stability. The challenges these people face in sustaining their livelihoods are already

compounded by climate change, rising food prices and epidemics. Both natural disasters and conflicts worsen these challenges. As a result of conflict – for example through displacement – subsistence farmers and agricultural labourers often lose access to their land. The loss of land and its outputs can lead to widespread food insecurity that persists after the conflict is over. This is often exacerbated by land mines and unexploded ordnances left behind by warring parties rendering large parts of agricultural land inaccessible. Furthermore, crises often impact the environment, in so do-



ing also affecting poor and rural communities who rely on natural resources for their livelihoods. In post-crisis settings it is important to move quickly to support communities in restoring local food production to avoid excessive dependency on food aid and other assistance provided during the emergency and transitional phase, building national and household resilience.

Farmers and fishermen affected by crisis in Africa, Asia and Latin America benefited from the UN-Commission partnership in many ways. Distribution of agricultural materials – obtained locally where possible – such as seeds and fertilisers, fishing equipment, livestock and farm tools helped vulnerable populations rebuild livelihoods. Efforts focused on providing materials while also building people's knowledge and skills, self-reliance and laying the foundations for agricultural

recovery. In complex emergencies, when rural communities suffered armed conflicts as well as natural disasters or disease such as in Afghanistan and in the Horn of Africa, the partnership provided vulnerable farmers with drought-resistant seeds, provided animal feed for drought-affected livestock and trained and equipped community animal health workers so they could save livestock from the effects of drought. Furthermore, children orphaned as a result of crises were supported in farming techniques and life skills.

Integration of new technologies into farmers' ways of working is important in predominantly agricultural economies. For example, to help put a stop to deforestation the UN-Commission partnership in **Myanmar** installed small biogas plants in the houses of farmers which significantly reduced the use of firewood.



Participants in a tailor workshop for handicapped people in Burundi. (UNHCR/A. Kirchhof).

### SOME RESULTS OF THE UN-COMMISSION PARTNERSHIP IN AGRICULTURAL LIVELIHOODS

In **Burundi** more than 246,000 households received agricultural inputs such as seeds and plants.

In many conflict affected countries in the **Great Lakes** region farmers were suffering massive crop losses caused by a devastating virus. The UN-Commission partnership supported 330,000 farmers with virus-free planting material benefiting 1.65 million people.

In **Afghanistan** poor rural communities in 43 village clusters in the Ghazni and Herat regions were supported; over 2,000 Afghans benefited from efforts to increase agricultural productivity, improve crop processing and develop viable micro-enterprises. This involved skills training and better access to appropriate equipment and other inputs.

In the eastern tsunami-affected province of **Sri Lanka**, 3,000 rural households were supported to revive agricultural activities and increase productivity through mechanisation. The initiative also stimulated micro and small business development in agro-based industries and related services, and strengthened supply chains in the sector including identifying new markets. Through the active participation of the local population, communities were stabilised and internally displaced people helped to resettle.

An important component of protecting livelihoods is the work done on forecasting and early warning systems that can detect adverse conditions in the food and agricultural sectors and thus warn of impending food security emergencies. This in turn is supported by improving the analysis of the underlying causes of a crisis emphasizing the

collection and use of information to design evidence-based food security policies. For example, through the *food security information for action programme*, the UN and the Commission supported countries with tools for early warning, food insecurity and vulnerability mapping, nutritional surveys, needs assessments and harmonized statistical databases.

## KEEPING TABS ON SOARING PRICES

**Armenia** saw food and fuel prices soar in 2007–2008. The government tried to protect the most vulnerable people by raising the minimum wage, pensions and social assistance.

How did they know how much to increase the payments? This is where accurate, timely and easy-to-use statistics are critical. The Armenian National Statistical Service monitors the cost of 200 food items all over the country every 10 days. The Ministry of Agriculture and the Metrological Service also collect data on food production and the weather. Together all the data paint a picture of the country's situation and help the government make important policy decisions.

To manage this wealth of data from different sources, since 2006 the Armenian government has been using an information management system – the global information and early warning system – developed under the UN-Commission partnership, aimed at increasing countries' capacities to generate food security information and analysis crucial for anti-hunger policies. Workstations in different Armenian ministries and abroad are hooked up so statisticians, analysts and policy makers can work together and share their information. "It cuts time and we can get access to more information," says Anahit Avetisyan, chief of the food security statistics division, at the National Statistical Service in the capital Yerevan. "It updates information very quickly and is easy to work with." Ms Avetisyan says her division is waiting eagerly for the next version of the software so they can improve their service.



Returnees from Rwanda have their first meal after arriving in Burundi. (UNCHR/A. Kirchhof).

## THE EU AND THE UN SUPPORT FARMERS AFFECTED BY THE FOOD CRISIS THROUGH THE FOOD FACILITY

As a response to the worsening global food security situation since 2007, in 2008 the European Commission invited UN agencies and the World Bank to submit a collective vision of developing country needs and priorities in food security. They were also requested to propose projects that would improve farmers' access to agricultural inputs and services, including fertilizers and seeds; safety net measures aiming at maintaining or improving the agricultural productive capacity; and addressing the basic food needs of the most vulnerable populations.

UN agencies collaborated closely to respond to the Commission's request including joint assessments contributing evidence that was shared with the Commission and that clarified country needs due to high food prices.

In December 2008 the European Parliament and the Council established the € 1 billion "Food Facility", after extraordinary collaboration between the European Commission, UN agencies and the UN Secretary-General's High-Level Task Force on the Global Food Security Crisis. The Food Facility assists small farmers including women to improve food production, get their food onto the market and protect agriculture through irrigation, dikes and other infrastructure. As such, the Facility supports agricultural production and improves the food security situation in developing countries across the globe.

Louis Michel, Commissioner for Development and Humanitarian Aid, said: *"Europe has already made humanitarian responses to the food crisis through emergency aid. The 'Food Facility' is the development response - €1 billion over 3 years to get agriculture back on its feet."*

Of the €1 billion, a €314 million package adopted in March 2009 and channeled through the UN and the World Bank, supports efforts in 23 countries: **Afghanistan, Bangladesh, Burkina Faso, Myanmar, Burundi, Central African Republic, Democratic Republic of Congo, Cuba, Eritrea, Ethiopia, Gambia, Guinea Bissau, Haiti, Honduras, Kenya, Liberia, Mali, Mozambique, Pakistan, the Occupied Palestinian Territories, Philippines, Sierra Leone, and Zimbabwe.**

## EMERGENCY FOOD LOGISTICS ALSO SUPPORT RECOVERY EFFORTS

In emergencies the UN and the Commission often work together to improve logistics needed for effective delivery of food aid and other humanitarian support. For example, they work to ensure that ports function and there are safe handling and storage processes as well as efficient transportation systems. These efforts also have longer-term concrete benefits for recovering populations and for economic development generally. Most notably, they contribute to better circulation of people and goods, improved means of production, and access to markets.

**South Sudan** had no paved roads in 2004. The poorly developed road infrastructure was recognised by the UN as the main logistical challenge of food delivery in South Sudan. With Commission support the UN repaired several roads and cleared them of land mines. In addition to ensuring that food assistance could be delivered, this increased mobility and safety in travel. It also facilitated the return home of internally displaced people, an expansion of public transport, a drop in transport costs for food and other essential supplies and the flourishing of roadside markets. Cereal prices were halved in locations with road access.

Similarly, in the **Democratic Republic of Congo** the UN, with Commission support, rehabilitated roads, river and lake transportation and increased railway transport capacity. This facilitated the return of displaced populations and stimulated market development. These actions not only facilitated food assistance activities but also concretely addressed the factors that kept vulnerable groups poor and marginalised from opportunities arising from the peace process.

## CASE STUDY: MYANMAR RESPONSE AND RECOVERY TO CYCLONE NARGIS

The worst natural disaster in the recorded history of **Myanmar**, Cyclone Nargis, caused tremendous suffering when it struck on 2 May 2008. The cyclone hit the Southern coastal regions with wind speeds of up to 120 miles per hour. Twelve hours later almost 140,000 people had lost their lives and 2.4 million people had been affected by loss of loved ones, homes, livestock and essential infrastructure. This disaster hit a country that is subject to selective economic sanctions and where there are various restrictions set on donor assistance and UN agency operational mandates in-country. According to the OECD, people in Myanmar in recent years received less official development assistance than any of the 50 poorest countries, at USD 4 per capita. Myanmar is classified as a least developed country with a GDP per capita of USD 300 per annum, ranking 132 out of 177 countries in the 2007 UNDP Human Development Index.

These circumstances proved a great challenge to the UN-Commission partnership, but by no means an insurmountable one. Having been in the country since 1948, the UN is uniquely positioned to play a critical role in Myanmar. As a result, the UN was able to establish government cooperation through the Tripartite Core Group comprising the Government, the Association of South East Asian Nations (ASEAN) and the UN, leading to unprecedented access to the cyclone-affected areas. Particularly close collaboration between international NGOs and the UN further improved humanitarian services delivery. The UN was able to utilise established aid delivery mechanisms, networks and expertise through which Commission assistance could be delivered.

As a humanitarian response to the crisis, the Commission quickly mobilised €17 million for 1.4 million beneficiaries in seven sectors: shelter, food, water, sanitation, health, nutrition, protection and logistics. Although many of the essential needs were addressed during the emergency response phase, due to the size and severity of the disaster, the need for assistance will remain for years to come. Indeed, the Commission has since adopted a third €22 million humanitarian aid decision. Moreover, assistance will be provided for early recovery and livelihood support for up to 850,000 persons and food aid and short-term food security support for up to 500,000 persons. A particular focus will be on shelter, water and sanitation, health and nutrition and disaster risk reduction. The Commission is also founder and a key contributor to the UN livelihood and food security trust fund, a multi-donor effort to improve food and livelihood security of the poorest and most vulnerable populations in the entire country including the Cyclone Nargis affected areas, in line with the first of the UN Millennium Development Goals.

Results of the partnership on the ground speak for themselves. Despite the devastation during and in the immediate aftermath of Nargis there was no significant increase in death and disease after this initial period. Over one million survivors received food assistance and more than 500,000 children and youths benefited from joint efforts in the education sector. In health, water and sanitation and education, collaboration took an unprecedented shape with UN and international NGO co-leadership. This form of coordination ensured buy-in from the Government as well as the NGO community. 930,000 patient consultations were undertaken by the Ministry of Health, UN and international NGOs within the first year.

While responding to recovery needs in the cyclone affected areas, the UN-Commission partnership continues to work in other parts of the country such as the Northern Rakhine State and South-Eastern Myanmar. Here, almost half a million uprooted and vulnerable people were supported with measures such as registration cards for those who were stateless, protection monitoring or combating forced labour. Other innovative measures were introduced such as establishing dozens of biogas plants to stem the depletion of forests and preserve natural resources important for the local economy.

Finally, in a complex diplomatic situation such as the one in Myanmar it is vital that the EU-Commission and the UN engage effectively with the partner country. The EU Special Envoy for Myanmar coordinates EU efforts to bring about improvement in the human rights and development situations. The Special Envoy works in close coordination with the Special Adviser to the UN Secretary-General on Myanmar.



Beneficiaries in Myanmar receiving cooking oil and blankets from the UN and the Commission. EC/ECHO Bangkok.



Women in Bogale, Myanmar, preparing thatch for houses damaged by the cyclone. (OCHA/Myanmar)



Congolese woman queue up outside the polling centre in Bunin, Democratic Republic of Congo. (UN Photo/Martine Perret).



## Transforming Institutions

*The UN-Commission partnership supported the creation of institutions where they had been absent and the reinvigoration of those decimated by crises. It helped improve the efficiency and responsiveness of state institutions to deliver their core functions, including at the local level. It supported enhanced representation and inclusion, working with legislatures as well as civil society, and with the executive to improve transparency. It supported revision of constitutional frameworks shaping the future of the state. The partnership boosted nationally-led recovery processes with the conduct of post-crisis assessments and support to the design of recovery strategies.*

The collapse of formal institutions engendered by crisis affects the capacity of the state at national and sub-national levels to effectively lead, formulate and implement its policy agenda, and indeed to govern effectively. Crises undermine the capacity of the state to deliver social services, meet critical human development needs and make sure its citizens feel safe. Social and human capital become depleted in protracted crisis and conflicts as skilled labour often emigrate, further impoverishing the state.

Experience suggests that in post-conflict situations in particular, accountability systems and mechanisms are weakened due to the diminished institutional capacities, the civil service becomes politicised in line with identity politics and in extreme cases, communities become fragmented. The harmful impact of crisis on institutions is not limited to formal institutions. Informal mechanisms of support, through local community, family, church, and other types of social networks can equally be damaged. Often the nature and type of informal institutions change as new coping mechanisms develop to deal with the consequences of crisis, particularly in areas where the state is absent, either in conflict-affected areas of a country or where the opposition is in control.

Exclusive, unaccountable and ineffective governance processes not only breed popular distrust of government but can themselves be structural causes of violence. They can also compound the destruction caused by natural disasters. Therefore strategies that aim to strengthen governance in post-crisis environments must improve the transparency, accountability and effectiveness of government and ensure that all affected parties are able to participate in decisions that affect them. In post-conflict environments institutions frequently need to be transformed rather than rehabilitated or re-established in their pre-existing forms.

Recognising the central role that institutions play in rebuilding lives after crisis, the UN-Commission partnership emphasises their strengthening as a fundamental part of the post-crisis recovery process. The partnership also recognises

the multi-dimensional nature of institutional building requirements in post-crisis contexts and thus acts on several fronts, supporting development of policy and legal frameworks as well as capacity development per se.

### SUPPORTING CORE GOVERNMENT FUNCTIONS

Swift restoration of institutional capacities has the benefit of fostering social stability and therefore acting as a preventive measure against renewed tension and conflict. In post-conflict situations as institutions become functional and begin to deliver economic services, the mere existence of these institutions brings greater stability. This renewed sense of stability, coupled with the institutions themselves, can become an important factor in diminishing the causes and the impact of conflict.

In **Somalia** the UN-Commission partnership is a broad-based one that has permitted the transitional federal institutions to continue to operate in the most difficult circumstances. Support ranged from technical and financial support to the offices of the Prime Minister, the President, the Speaker of Parliament and the Supreme Court, as well as administrative institutions in Somaliland and Puntland, to more recent efforts to rehabilitate the physical infrastructures housing these institutions, the payment of stipends and training of members of the police forces and the judiciary as well as activities promoting reconciliation efforts across the country.

As post-crisis policy responses need to be built on up-to-date and accurate data about the size and structure of the crisis affected population, the partnership supported governments in **Afghanistan, Burundi, Chad and Sudan** in data collection and analysis, notably by building the capacity of national statistics offices for the preparation and execution of census exercises.

### DEVELOPING INSTITUTIONAL CAPACITY

After crises there are many often competing governance priorities: from the short-term goal to deliver essential services quickly and protect communities, to the longer-term goal of developing institutions; from short-term peace to longer-term democratisation, giving people a legitimate voice and encouraging participation; from re-establishing state institutions to ensuring institutions are legitimate and inclusive and incorporate stringent governance processes. Interventions have to be prioritised and choices need to be made. Developing institutional capacity is possibly the widest and most varied challenge of the governance agenda in crisis countries, as it could entail revamping the capacities of entire public administrations, from the executive to the legislative, sectoral ministries as

well as local public services in areas from the most basic to the most complex. Setting priorities and deciding which issues should be tackled first is a clear challenge.

In chronic post-crisis and recovery situations there are many dilemmas regarding capacity development and national ownership: difficulties may arise when balancing the need for immediate external support with legitimate long-term solutions designed by the people of the country itself. The UN works in extreme cases in different countries, ranging from places where there is practically no existing institutional capacity to cases of high capacity but low legitimacy. In all cases it is important to understand the strengths and weaknesses of institutions and processes that already exist and how to build on them.

Following the independence of **Timor Leste**, continued international support was required in most areas of public

administration to strengthen the capacity of the state institutions to function autonomously. The UN peacekeeping mission filled 100 positions across all ministries which were considered critical to stability in the country and the UN funds and programmes coordinated an additional 200 development advisors, 23 of which were supported by the Commission in the ministries of agriculture, health, administration, interior, planning and finance as well as in the Truth and Reconciliation Commission. Over time, the approach shifted from the initial focus on individual technical assistance to assisting with broader capacity development for the host ministries.

Despite the unstable security situation in **Iraq** in 2005 and 2006, the UN managed the *Iraqis Rebuilding Iraq* programme which recruited sixty professional Iraqi expatriates for short-term assignments in the public sector in Iraq. Seven of the sixty experts decided to stay permanently in Iraq having accepted jobs with the government.

## INITIATIVE FOR THE LEADERSHIP AND COHESION OF THE STATE IN DEMOCRATIC REPUBLIC OF CONGO

Leadership skills are crucial in crisis countries. The leadership of the state is key to fostering an environment for social and economic revitalisation that promotes both broad-based growth and enhances human security. Leadership must be underpinned by appropriate institutional and organisational capacities and a common vision on the role of the state. In the **Democratic Republic of Congo** as part of the strategy to re-establish the role of the state in peace-building and in facilitating economic and social reconstruction, the UN-Commission partnership trained 200 influential Congolese in leadership skills and worked with them to develop a joint vision on the role of the state so they could encourage their constituencies to respect the basic rules of the political debate and management of the state.



*UN Peacekeepers secure polling stations in presidential elections in the Democratic Republic of Congo. (UN Photo/Martine Perret).*



An important element of the UN-Commission partnership has been assisting national governments with institutional capacity to combat drug trade. This area of the partnership spans several continents. It has also included support to strengthen regional cooperation between **Afghanistan** and neighbouring countries by strengthening drug border control through the establishment of 25 border posts in the provinces of Herat, Farah and Nimroz along the Afghan-Iran border. This resulted in increased narcotics and weapons seizures, with precursor chemical seizures and arrests of smugglers increasing by 48% from 2003-2004 to 2007-2008. Continued police training has built greater trust and opened up lines of communication and cooperation with local tribes and village elders along the border, leading to close working relations and provision of information on criminal activities including drug smuggling and human trafficking.

In partnership with the Commission, the UN supported efforts to harmonise and strengthen the capacity of **Belarus**, **Moldova** and **Ukraine** to address asylum, migration and border management issues. The overarching framework was to ensure adherence to international human rights norms, EU standards and international standards in reducing irregular migration. With the support of the UN and the Commission, the countries were able to better align their legislation, systems and structures with the EU in this field. The support also helped facilitate an open and structured dialogue on regional asylum, migration and border management, and to enhance public awareness of these crucial issues.

## RE-ESTABLISHING THE RULE OF LAW AND LEGITIMATE SECURITY INSTITUTIONS

Re-establishing the rule of law is not only a matter of establishing a formal and reliable framework of legislation and justice. Ultimately it means restoring confidence and a relationship of trust and confidence between individuals, communities and the state. Capacity development provides the knowledge, operational tools and infrastructure for effective and efficient administration of justice. Confidence building, on the other hand, is geared at changing attitudes and re-establishing a culture of justice, security and peace. Rebuilding trust is a critical cross-cutting priority during and after a crisis. A key role for the United Nations is to provide an environment in which building trust is possible, through dialogue, sensitisation, awareness raising and communication.

During periods of conflict, security institutions and the individuals within them are focused on the use of force, often illegitimately. In some cases, security institutions may be violating human rights and humanitarian law. In the post-conflict transition period, therefore, these institutions and individuals involved therein are likely to face challenges in adapting to new roles and duties in building and secur-

ing peace. In **Afghanistan** and **Somalia**, for example, the UN-Commission partnership focused on improving the integrity, reliability and image of police personnel, and the responsiveness, mobility, visibility as well as efficiency and morale of the police force in local communities. In **Iraq** the partnership supported a broad capacity development effort with the ministries of justice, human rights and the Council of Representatives as well as the Judicial Training Institute and the Higher Judicial Council.

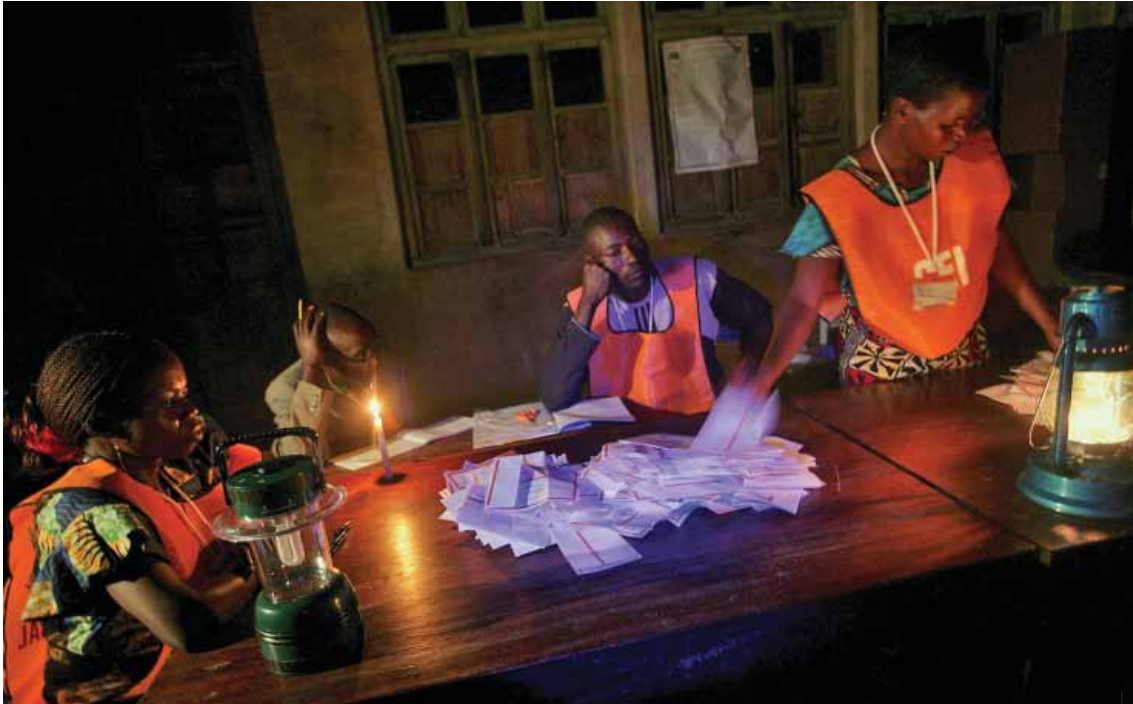
## STRENGTHENING LOCAL GOVERNANCE

In crises contexts it is often a challenge to know how best to engage local communities in the design of responses. Supporting capacity development and service provision at the local level is both a challenge and a priority. In **Liberia** the UN-Commission partnership assisted in the drafting, enactment and implementation of a national decentralisation strategy and the re-definition of the mandate, function and structure of the Ministry of Internal Affairs as well as country, district and the community government institutions. In **Solomon Islands** the UN helped local actors to clarify and expand the roles of provincial governments, align their resources with their functions and develop their capacities for managing public spending. In **Afghanistan** the UN worked with the Ministry of Interior on the design and regulation of a new sub-regional governance framework, strengthened institutional and administrative capacities at the sub-national level to manage basic services, and strengthened capacities of elected sub-national representative bodies to undertake their roles in citizen representation, public service monitoring and conflict resolution. The UN supported access to justice at the district level both by refurbishing provincial and district courts and training staff in the judiciary on access to justice for disadvantaged groups.

## PROMOTING PARTICIPATION THROUGH PARLIAMENTS AND CIVIL SOCIETY

As noted above, priorities for the transformation of state institutions in crises include transparency and effectiveness, which are priorities in all contexts, but also inclusiveness, strengthening and transformation of political parties, and development of models for inclusive politics. The UN-Commission partnership has been particularly active in this area, supporting electoral commissions in the preparation and conduct of elections in post-crisis environments, assisting the establishment of legislatures and constitutional frameworks and ensuring the involvement of civil society in the oversight functions of the state.

In post-conflict situations social tensions might linger long after the conflict. Elections can offer means of channeling social conflict into debate and provide common rules for choosing legitimate representatives of the people who can serve in public institutions. International electoral assist-



*Election officers counting votes late into the night in elections in the Democratic Republic of Congo. (UN Photo/Martine Perret).*

ance thus provides a vital entry point for conflict prevention through the electoral process.

The partnership between the UN and the Commission on electoral assistance is anchored in a joint task force which provides programming and technical support at country level, develops policy and knowledge, and provides training for election management bodies and other national actors as well as staff of the UN and the Commission. It also provides a platform to share best practices among a broad community of developing and developed country partners. The partnership has allowed more effective delivery of electoral support and better quality assistance to countries.

As an important contributor to UN-managed multi donor trust funds for elections, the Commission has contributed to donor cohesion and reduced transaction costs for both donor and partner countries. The partnership has been active in supporting elections in post-conflict environments including **Afghanistan, Iraq, the Democratic Republic of Congo, Guinea-Conakry, Mauritania, Sierra Leone, and Togo**. In the **Democratic Republic of Congo** elections in 2005 and 2006, with Commission support the United Nations provided critical technical, financial and material support to the elections management body enabling the registration of 25.7 million voters throughout the country, the organisation and holding of the constitutional referendum, and the presidential and national assembly elections. In **Iraq**, over a period of five years, the partnership supported three rounds of elections and a constitutional referendum. It went on to support the constitutional

drafting committee and subsequently the constitutional review committee, involving civil society in the constitutional review process.

In post-conflict election assistance it has been UN practice to develop an integrated approach towards security that involves both national and international security forces. In **Afghanistan, the DRC and Togo**, specific efforts were made to fund and coordinate the efforts of the security forces to ensure a peaceful election.

In **Afghanistan** in January 2004 the constitutional convention or Loya Jirga adopted a new constitution which provided for the establishment of a bicameral parliament and established proceedings and procedures for the adoption of draft laws. Until then, during the interim period and even later when an elected President was in place, there was no legislative organ of the state and the President ruled by decree. With the UN and Commission support, a Parliamentary Secretariat was established following parliamentary elections in April 2005 with a minimum legal base to enable the first session of parliament.

In **Georgia** the UN worked with the parliament to improve business processes and transform it into a more effective, pro-active and responsive institution. This involved development of new professional capacities for members of parliament and staff, improving the legislative process and improving internal procedures and oversight functions. To increase the effectiveness of the representation, civil society organisations were granted access to parliamentary records and information.

## ENHANCING WOMEN'S LEADERSHIP AND PARTICIPATION IN NATION BUILDING IN TIMOR-LESTE

In **Timor-Leste** the UN and the Commission partnered to facilitate capacity development of local women leaders and women's groups at national and local levels. This enabled their informed participation in nation-building processes. It helped foster women's empowerment through developing awareness on women's right to political participation and political skills building at the local level. This was mainly through training on leadership and nation building and through civic education workshops in relation to the constitution of Timor-Leste. The programme supported women to run for local elections by fostering dialogue between over 700 national and local women leaders in 13 districts. Rights-based and gender sensitive civic education materials were distributed thereby enhancing the knowledge of 270 women representatives of village councils on women's right to political participation and strengthening partnerships with other women leaders, NGOs and male leaders. Participants also actively engaged in consultations that led to the adoption of the country's electoral law in 2007, establishing a quota system for candidate lists of political parties. Following the 2007 elections, women's representation among members of parliament amounted to 28% which is the highest share in South-East Asia.

In a post-crisis setting, the country has to deal with a range of humanitarian and development actors operating according to very different logics, timelines and interests. Some communities may perceive that aid delivered during or after a crisis has been biased. This could cause resentment and misconceptions about the neutrality of the UN and other players, as well as worsen the mistrust that often exists between the state and the people and between different social groups. Therefore, transparency, participation and communication should guide the creation of national capacities to coordinate external assistance, assess needs and plan the recovery process.

In **Sudan** and **Iraq** the partnership helped build the capacities of the ministries of International Cooperation and Planning respectively to perform aid-coordination functions, including the collection and dissemination of information, fund mobilisation and the integration of aid planning and national decision-making processes with sound national resource management systems. In the Occupied Palestinian Territories the UN and the Commission assisted coordination of international aid for all governance-related activities through a governance strategy group that facilitated donor interaction with the appropriate Palestinian Authority bodies.

## DELIVERING AID MORE EFFECTIVELY

The United Nations and the European Commission share international commitments to improve the impact of development assistance. The *Paris declaration on aid effectiveness* and the *Accra Agenda for Action*, to which both are signatories, define monitored targets to make improvements: national ownership whereby countries lead their own development processes aligning external aid with national development strategies, institutions and procedures; harmonisation of donor actions; a focus on results; and mutual accountability between donors and recipients of aid. The partnership between the UN and the Commission in post-crisis recovery contributes to these objectives in a number of ways, including:

- **Investing in governments' capacities to lead their own development processes:** strengthening administrations and parliaments to define and manage their strategies in the aftermath of crises and deliver aid in a gender-responsive manner;
- **Supporting national governments and donors in coordinating aid:** multi-donor efforts led by the UN helped governments align external funding behind country priorities, minimise duplication and increase the speed and efficiency of often large-scale assistance. The UN provided a single administrative focal point for governments bringing together multiple external stakeholders and thus saving governments both time and money, allowing them to focus on their own co-ordination role, and reducing pressure on often fragile institutions;
- **Developing harmonised approaches and tools:** institutionalised cooperation between the UN and the Commission led to a coordinated approach to planning, programming, evaluation and learning, and engagement in joint assessment missions, helping promote more efficient and effective assistance in post-crisis environments while fully respecting national ownership.

## THE INTERNATIONAL RECONSTRUCTION FUND FACILITY FOR IRAQ (IRFFI)

The United Nations-World Bank IRFFI was created in 2003 in response to international requests to create a mechanism to enable donors to channel their resources and coordinate their support for reconstruction and development activities in Iraq. The facility was set up in close consultation with the Iraqi authorities, bilateral donors, the World Bank and the United Nations. By providing a single channel for funding, the IRFFI was able to reduce donors' transaction costs. The Government of Iraq is the Chair of IRFFI's Executive Committee, responsible for aligning the activities of the IRFFI with overall Iraqi priorities and giving final approval for all programmes funded under the IRFFI.

According to an independent stocktaking review of the IRFFI, commissioned by its main donors and undertaken in January 2009, the IRFFI made significant and concrete contributions to the lives of ordinary Iraqis. The review concluded that the facility:

- delivered an immediate political good to all stakeholders: participation and inclusiveness. The fund was a pragmatic response to a high risk situation in which direct programming was both politically and physically difficult for most donors.
- provided a platform for dialogue, collaboration and for shifting the focus of international efforts to recovery.
- demonstrated a high activity level despite poor field conditions, noting in particular 141 UN-managed projects and 911 USD million in expenditures.
- secured broad and complementary portfolios. The IRFFI worked simultaneously on urgent, short-term and medium-term needs. Its reach extended from the sector and systems levels down to the community level.
- provided effective support to capacity development in Iraqi institutions including strengthening the policy environment.
- included a high level of transparency and risk reduction through the monitoring and financial management systems of the administrators and the website. In this regard, IRFFI compared favorably to other bilateral assistance provided to Iraq.



*Analyzing samples after the oil spill in the Kerch Strait between Russia and Ukraine. (UNEP)*

## COOPERATING AROUND POST-CRISIS NEEDS ASSESSMENTS

A Joint Declaration on post crisis needs assessments and recovery planning was signed by the European Commission, the World Bank and the United Nations Development Group in September 2008. This was an important step in strengthening the process used by national and international actors to jointly assess, plan and mobilise recovery support for countries and populations affected by conflict and natural disasters, and it was especially welcome as a concrete manifestation of the spirit of the Accra agenda for action endorsed by developing and donor countries that same year.

The declaration concerns a framework of cooperation between the three institutions that started in early 2007 as a dialogue on post-crisis damage and needs assessments for natural disaster and conflict scenarios. The framework has helped identify the components of a longer-term collaboration to strengthen joint planning and early response to

crises. The platform includes strategic coordination, development of joint methodologies for post-crisis assessments, joint deployment of assessment teams, joint training, joint recovery planning and monitoring.

The partnership has already resulted in concrete cooperation in the field where the partners agreed to join hands in the rolling out of post-crisis needs assessments which in turn provided valuable feedback for the development of the methodologies. With regards to natural disasters, post-disaster needs assessments were carried out in **Ukraine, Bangladesh, Myanmar, Haiti** and **Namibia**, mostly implemented jointly by the UN, the Commission and the World Bank. With regards to post-conflict damage and needs assessments, the Commission has been a strategic partner in exercises that took place in **Iraq, Liberia, Haiti, Sudan, Somalia** and **Darfur** providing technical experts, focal points and funding for the priorities identified by the assessments. The latest case of a joint post-conflict needs assessment was in **Georgia**, and discussions are underway for a possible exercise in **Zimbabwe**.

### JOINT UN-COMMISSION ENVIRONMENTAL ASSESSMENT FOLLOWING AN OIL SPILL IN UKRAINE

In November 2007 a strong storm accompanied by waves of up to five meters high in the narrow Kerch Strait between **Russia** and **Ukraine** resulted in 13 vessels being sunk, stranded or damaged. This disaster caused loss of life and property and extensive environmental damage as approximately 1,300 tonnes of heavy oil spilled into the environment.

Immediately following the disaster the European Commission offered Ukraine assistance to prepare the environmental assessment on the magnitude of the catastrophe as well as support to reduce its impact. The Commission's Monitoring and Information Center deployed a team of experts including a representative from the UN to assist the Ukrainian authorities in assessing the environmental impact of the disaster. Following the Centre's report and the adoption of the European Parliament resolution "On shipping disasters in the Kerch Strait in the Black Sea and subsequent oil pollution" the Commission invited the UN to coordinate a joint UN-Commission comprehensive multi-sectoral post-disaster assessment.

Apart from the scientific assessment on damage caused to the environment, the Commission was interested in understanding institutional and economic needs of Ukraine related to the oil spill. It also wanted to review existing data on coastal sensitivity mapping for the region. The UN organised a broad multi-disciplinary international team of experts to undertake these technical, scientific, and institutional assessments for the Ukraine.

The team identified that the Kerch Strait fishery incurred significant losses due to the suspension of fishing, loss of jobs and the disbanding of fishing firms. The number of tourists was reduced by up to 18,000 compared with the previous year damaging the leisure sector including resorts, restaurants and related activities. Therefore, as the environmental assessment illustrated, the most significant costs to the economy from the oil spill were not the direct costs of the actual clean up but rather the much higher indirect costs of missed opportunities, with the largest impact of the oil spill being on fisheries and the tourism industry.

## CASE STUDY: IRAQ

**Iraq** went through a complex and multi-phased transition process after 2003, leading to the 2005 Constitutional Referendum and confirmation of an elected government in 2006. While political conditions continued to be fluid into 2008, that year marked a key stage in the passage towards an overall improvement in the country's situation. But while this situation improved during 2008, the preceding years had left the country in dire straits. Between 2004 and 2007, Iraq experienced a period of high intensity conflict, political instability and humanitarian crisis, which followed an ongoing process of long-term decline before 2003. It was in this high risk environment that the UN-Commission partnership for assistance to Iraq operated for the first five years.

The Commission and the UN have been working very closely in Iraq since 2003. They have established close ties of multi-dimensional and wide-ranging cooperation on several levels. In their dialogue with the Iraqi and international partners the Commission and the EU Member States have continuously underlined their support for the central role of the United Nations in Iraq in the political process, in providing assistance and reconstruction to the people of Iraq as well as in donor coordination. The Commission has also been working hand in hand with the UN on both political and development platforms.

The Commission has been the biggest donor to the UN Development Group Iraq Trust Fund. Governance and education are its priority areas, representing 50% of its total contribution to the UN arm of the International Reconstruction Fund Facility for Iraq (IRFFI) [see box on page 44]. Notwithstanding this, the Commission has contributed to practically all sectors and in many cases its share represents over 60% of that sector's total resources. In its priority sector, namely governance, the Commission has been critical to UN support to the complex political transition both through massive electoral and constitutional support but also support to dialogue and reconciliation as well as targeted support to key ministries and institutions.

### **National dialogue and reconciliation**

- The Commission and the UN contributed to discussions on national reconciliation including on the difficult issue of the disputed internal boundaries and Kirkuk.
- The Commission has steadily called on all actors to focus constructively on finding peaceful solutions through dialogue between all parties on difficult issues such as hydrocarbon legislation, revenue-sharing and the revision of the Constitution as part of the process of national reconciliation.
- Following the release of the second report of the Constitutional Review Committee in July 2008, outlining a set of politically divisive issues on which a consensus had not been reached, the UN organised four roundtable discussions on national dialogue and reconciliation to openly discuss them.
- In support of children's rights, a specialised network of civil society organizations and NGOs was established with the support of the UN and the Commission, in partnership with Save the Children UK.

### **Constitutional and electoral process**

- Commission funding in support of the electoral process, implemented via the UN, led to enhanced technical capacity of the Independent High Electoral Commission (IHEC) and its predecessor, the Independent Electoral Commission of Iraq, notably in the 2004-2005 electoral operations.
- In 2007 the partnership assisted the IHEC for Iraq to strengthen its overall capacity including assistance from external electoral experts, assistance to enhance the role of civil society and support to election observation groups and media monitoring.
- The IHEC, assisted by the UN, conducted provincial elections on 31 January 2009. Preparations included certifying political parties and candidates, conducting outreach to media and civil society and procuring materials for voter lists and ballots. These activities were supported with the training of the 260,000 staff recruited by the Electoral Commission as well as 45,000 national observers and media monitors. The IHEC demonstrated the ability to mobilise a nationwide voter registration update during a six-week period without serious security or logistical problems.

### **Rule of law and human rights assistance included:**

- Support to judicial institutions - Ministry of Justice, Judicial Training Institute and the Higher Judicial Council, establishing pilot courts in Basra and Erbil;
- Support to the Human Rights National Protection System - programme for the protection of detainees and torture victims;
- Support to non-governmental institutions - establishing legal aid centres;
- Launch of the Iraqi legal database live on the internet making the entire corpus of Iraqi law published from 1917 to 2008 available to judges, lawyers, academics, lawmakers, and all other individuals or institutions;
- Training for Iraqi judges, lawyers, and legal officers of government ministries and the Council of Representatives, enabling legal practitioners to research and cite the law as a basis for their arguments.



Rehabilitated school in Missan, Iraq. (UNHABITAT).

Evidence from the field confirms that the UN-Commission partnership delivered tangible physical goods that helped normalise conditions and improved people's lives. This was accompanied by the strengthening of national policy frameworks and capacities in all sectors of the UN strategy. Selected achievements in 2008 include:

- 122 schools comprehensively rehabilitated, and water and sanitation facilities upgraded in 116 schools, benefiting approximately 118,770 children (60,570 girls and 58,200 boys);
- Two rounds of polio national immunisation days achieving 90 percent coverage. Control and preventive measures for avian and pandemic influenza in place with no new cases of H5N1 reported in Iraq during 2008;
- Construction and rehabilitation of primary health centres, estimated to benefit 226,500 people;
- Humanitarian engagement through short-term emergency water trucking as the main source of drinking water in risk- and conflict-prone areas and internally displaced person locations, amounting to approximately 285,000 m<sup>3</sup>. Over 640,000 people benefited, as well as six main hospitals in Baghdad;
- Rehabilitation of the Mosul and Taji gas power stations completed and producing an additional 30 MW and 38 MW of electricity, respectively;
- Peak of food assistance delivery in 2008 to 510,000 IDPs. During the crisis in Sadr City, emergency food assistance was delivered to 38,500 residents;
- 931 teachers trained on psychosocial helping skills and 45 judges, prosecutors, and lawyers from central Iraq and the Kurdistan Regional Government trained on human rights;
- National mine action standards drafted and 64,393 school children educated about mine risk.



*Healthy saplings as a symbol of renewed hope for the future in Afghanistan. (UNDP/Gulbuddin Elham).*





## Building resilient societies

**The UN and European Commission partnership supported countries to expand and deepen the resilience of their societies to future disaster or conflict.**

**Capacity development in this area supported by the partnership included:**

- **“Infrastructures for peace”:** those institutions, processes and skills, including those of civil society, that are crucial for successful mediation and peaceful resolution of tensions that can occur over access to resources; for the management of recurring conflicts before they escalate to violence; for the respect of rule of law as well as guaranteed widespread and equitable access to justice; and for the building of consensus around critical national priorities.
- **Technical capacities, including the most appropriate methods and techniques, trained personnel, and hardware for the performance of core governance functions such as public administration, delivery of essential services, and the provision of rule of law in a transparent and accountable manner.**

During crises and in their immediate aftermath, international actors often play a key role. However, sustainable recovery needs to be driven by the country itself. Only national actors – government, parliament and civil society – can address their society’s needs and goals in a sustainable way. Sustainable recovery will therefore not be complete until a legitimate state is capable of taking over and managing in a responsive and accountable manner.

In diverse, pluralistic societies, especially those in which there are internal divisions, aggravated by extended periods of violent conflict or tension, lasting national capacities must be built to manage potential conflicts over scarce resources and promote the peaceful and consensual management of competing priorities and interests of often antagonistic groups. Sustainable recovery thus requires the revival of a country’s own capacities to address its social, economic, environmental and governance challenges in a peaceful, inclusive and accountable manner.

The prevention of conflicts involves a myriad of critical tasks for international actors. For one, it is important to provide, where feasible and when invited, support to mediation necessary for preventing recurrent conflicts from turning violent. In the **Democratic Republic of Congo**, the UN Secretariat and the Commission supported the conference on peace, security and development in Goma that led to the Amani ceasefire. Following its signing, the government set up the Amani Programme aimed at restoring peace in Eastern DRC through demobilization and reintegration of all the armed groups into the national army, bringing a ray of hope for security to the people of both North and South

Kivu. Similarly, in **Somalia** the UN supported implementation of the Djibouti agreement by involving key actors of Somali society, providing international support to the process and establishing the joint security and high level political committees. The Djibouti agreement was reached in June 2008 between the Transitional Federal Government and the opposition offering the possibility of improved security, a ceasefire and future negotiations towards power-sharing.

Another task is to assist national actors in creating or rebuilding the necessary structures for successfully avoiding future conflicts. The first task of external mediation is a more political one and the second, building national capacities through dialogue and consensus building, is clearly one for the development community. Given how closely related these tasks are, it is of critical importance that the political and development actors work together.

In 2008 in **Peru**, the UN-Commission partnership empowered regional governments, municipalities and civil society stakeholders to prevent social conflicts and violence. The UN facilitated intercultural dialogue between indigenous communities and the national authorities around conflict prevention and management issues, and promoted dialogue and consensus-based processes for the design and implementation of public policies in coca growing areas which still needs to be revamped and sustained as the recent recurrence of conflicts has shown.

In **Sudan** the UN-Commission partnership aimed to ensure that the North South Comprehensive Peace Agreement and the transitional legal framework for Southern Sudan was understood by all in Southern Sudan, including illiterate groups. This was particularly with respect to legal and human rights as well as the duties of government and community members. To reach this broader base, local artists and performers were trained to use creative arts to popularize the legal and constitutional instruments that were to govern their lives. With this, the UN-Commission partnership promoted awareness of rights as well as values of peace and tolerance among the different Southern Sudanese tribes which had often fought over scarce resources in previous decades, enhancing tolerance and understanding.

The United Nations supports the effective functioning of national judicial and law enforcement structures including civilian police. Where appropriate, it supports emerging protection structures including human rights commissions (an example being the **Afghan** Independent Human Rights Commission) and NGOs offering legal advice. It also assists local reconciliation processes through peace education and co-existence projects, and it supports transitional justice mechanisms.

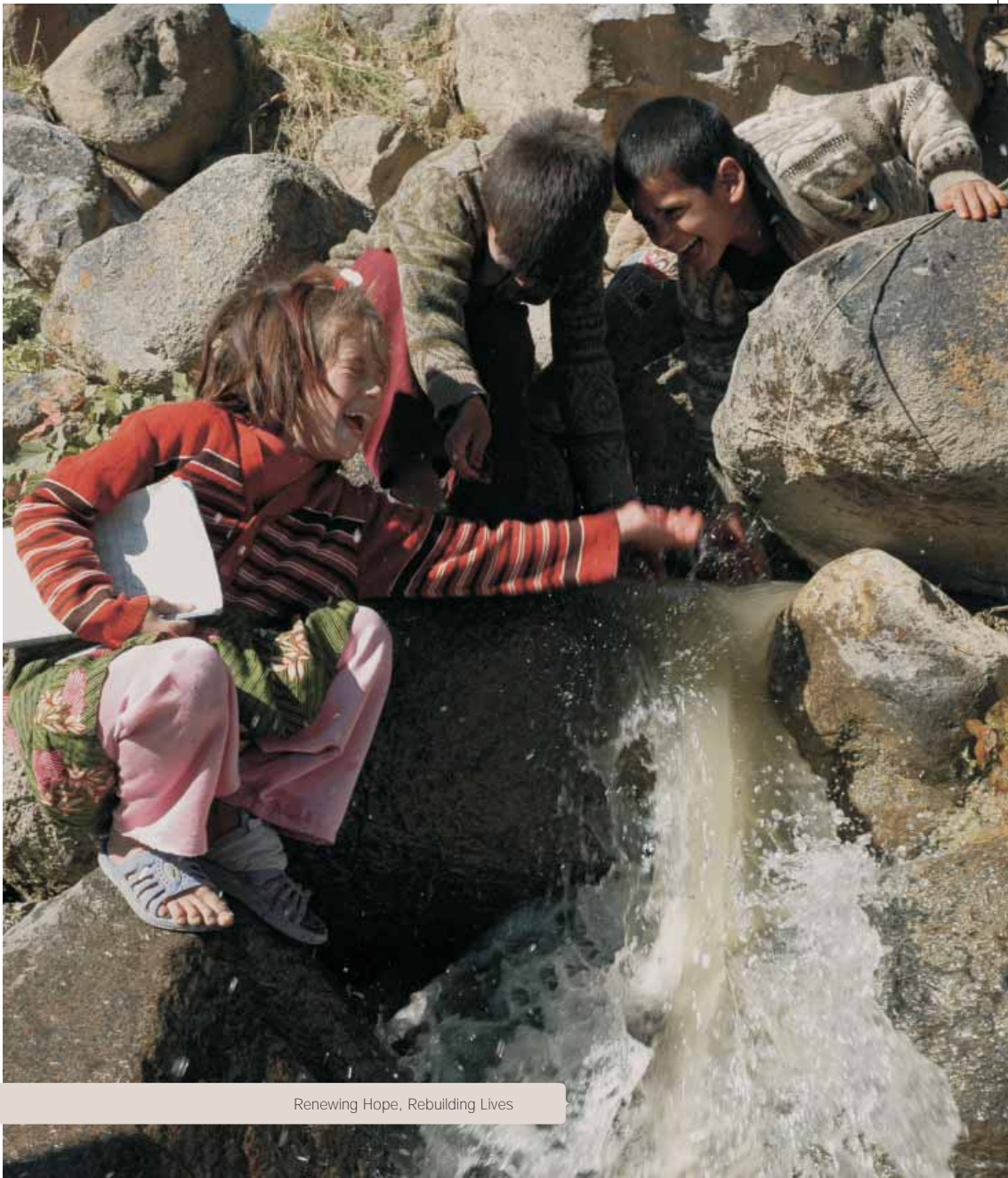
In **Guatemala**, the UN and the Commission supported the establishment and functioning of the International Commission against Impunity and strengthened its investigative capacities. In **Aceh, Indonesia**, the partnership supported implementation of the Memorandum of Understanding between the Government of Indonesia and the Free Aceh Movement to consolidate peace and development. As part of this effort, groundwork was undertaken towards establishment of a human rights court and a truth and reconciliation commission. This initiative also strengthened local capacities to fight corruption in Aceh, enhanced communities' awareness of their rights and procedures to access formal and informal justice systems, increased access to legal counsel and representation, and improved the capacity of civil society to undertake monitoring and oversight of formal and informal justice systems. In **Colombia** the UN and the Commission helped set up a network of legal aid centers that provide internally displaced people with legal advice and psychosocial support.

## TACKLING THE LINKAGES BETWEEN NATURAL RESOURCES AND CONFLICT

**A**t least eighteen violent conflicts since 1990 were related to exploitation of natural resources. Looking further back at the past sixty years, at least forty percent of all interstate conflicts were linked to natural resources. With a growing global population, the demand for resources continues to grow raising a serious concern for these kinds of conflicts.

Both conflicts and natural disasters in themselves often contribute to environmental degradation causing a vicious cycle. In post-conflict situations, environmental problems include land degradation and deforestation and may affect prospects for longer-term peace, food and water security and sustainable development. Unregulated mining, extensive illegal logging and increased use of charcoal and wood fuel as energy sources contribute to this damage.

*Environmental degradation must be reversed to ensure a future for Afghanistan's children. (UNEP/Safya Saifi).*



Population displacement, weak governance and underinvestment in sustainable development further exacerbate environmental degradation. In natural disasters, the environmental impact ranges from the spreading of solid waste (e.g. hazardous materials) to contamination of groundwater supplies and deterioration of fertile soils (e.g. salinity) to damage to livelihoods dependent on the environment including tourism, agriculture and fisheries for example.

Durable peace is more challenging to maintain if the natural resources that sustain livelihoods and ecosystem services are damaged, degraded or destroyed. Despite this, most of the peace negotiations aiming to resolve conflicts linked to natural resources have not addressed natural resource management. Natural resources and the environment can play a crucial role in peace-building. The UN and the Commission worked closely to raise the attention of this topic and to demonstrate the linkages between environment, conflict and peace-building as part of a wider cooperation on conflict and natural resource management between the

UN, the Commission and other partners. Environmental awareness and commitment to environmental protection which may have been considered a secondary consideration during the crisis, need to be high priorities both to develop a commitment to longer-term sustainable approaches to environmental protection and as a key component of reducing the risks either of future conflicts or of future natural disasters.

As part of this active UN-Commission collaboration on the resources-conflict nexus, a *Global atlas and information centre for conflicts and natural resource*, managed by the Commission with UN involvement is in preparation to produce critical data for the design of prevention and response actions related to the illegal natural resources exploitation. There is also ongoing collaboration on policy and programmatic guidance, lessons learned and training packages to better equip UN country teams and partner governments to handle the challenges of managing land and natural resources in a peaceful and inclusive manner.

## SUPPORTING ENVIRONMENTAL PROTECTION IN AFGHANISTAN

Prior to the outbreak of conflict, **Afghanistan** had a strong tradition of provincial and local level natural resource management. After two decades of war and civil strife, however, environmental damage and lack of awareness of environmental concerns was widespread. The UN and the Commission have supported the country in several ways to get environmental protection back on track.

*The Environment Law* – Afghanistan’s first-ever environmental framework law – was developed with support and technical advice from the UN and supported by Commission funding. The partnership facilitated consultation on the draft with national stakeholders and other interested parties. The law focuses on rehabilitation of Afghanistan’s damaged environment, clarifies institutional responsibilities and contains compliance and enforcement provisions that allow the government to effectively enforce the legislation.

As a consequence of the war, many local governing structures collapsed leaving an institutional void across the country which permitted an uncontrolled extraction of natural resources. Therefore, when peace came, there was an urgent need to re-establish community-based natural resource management and rehabilitation practices. With Commission support the UN developed ten community-based natural resource management pilot projects to demonstrate the wide scope of possibilities and identify best practice. Two initial projects focusing on fruit and nut tree reforestation and water resource improvement and management were implemented in the province of Herat, with communities demonstrating clear ownership by undertaking all labour components of the projects. Additional projects on reforestation and rehabilitation of irrigation infrastructure were also established.

After the conflict, environmental education and awareness was at a critically low level among decision-makers and the population. None of the primary or secondary schools offered environmental curricula, few teachers were trained in delivery of environmental materials and there were no opportunities for professional environmental training. Public awareness of environmental issues was seen as a basic condition for developing capacity for environmental management. The partnership supported the *National Environmental Protection Agency* to produce several environmental posters on water and forests in Afghanistan along with information brochures on wildlife, rangelands and sanitation. Environmental education posters for primary and secondary schools were designed and distributed together with the Ministry of Education. A storybook called “Our Environment” was also prepared and distributed widely. The partnership also trained staff of the National Environmental Protection Agency in environmental management and provided exposure to key environmental issues in Afghanistan for media trainers at the Center for International Journalism in Kabul.



A 17-old girl speaks to a social worker in her home in a city in northern Gaza. (UNICEF/Giacomo Pirozzi).

## REDUCING THE RISKS FROM NATURAL DISASTERS

The international community has increasingly embraced the importance of disaster risk reduction in the knowledge that it promotes sustainable development and the achievement of the MDGs. Prevention and disaster risk reduction activities cost a fraction of emergency relief and early recovery, not just in financial but most importantly in human terms. The European Union is a strong supporter of the international UN Hyogo Declaration of 2005 which recognised disaster risk reduction as an important element of sustainable development. In 2008 an EU-wide *Strategy for Disaster Risk Reduction* in developing countries was released which recognizes the necessity for the EU to work closely with other donors and stakeholders particularly the United Nations. As the strategy is rolled out at the regional and country level additional opportunities are arising for UN-Commission supports.

Over the last three years, the UN-Commission supported disaster risk reduction activities including the mainstreaming of risk reduction into development efforts, in **Afghanistan, Bangladesh, Timor Leste, Sri Lanka, Kazakhstan, Kyrgyzstan, Tajikistan, Uzbekistan, Republic of Korea, Sudan, Somalia, Dominican Republic, Honduras, Paraguay, Panamá** and the **Andean region**. All have been affected by disasters in the recent past and/or are at high risk of future disasters. Cooperation to reduce risks of floods in the Hindu Kush Himalaya region comprising **Bhutan, India, Nepal** and **Pakistan** started in 2007 and drought response initiatives were launched in **Moldova, Ecuador** and **Paraguay** in 2008.

Successful disaster risk reduction programmes tend to cover a range of mutually re-enforcing aspects. Governance is a critical part, including technical support to government structures to ensure that necessary national institutional and legislative arrangements are in place, and the involvement of the affected communities including local representative structures. Building national capacities to understand risk is a key element as accurate data on hazards, vulnerability, risk and past disaster losses constitute the basis for policies and programmes that can effectively prevent or mitigate the impact of dangerous natural events. Mainstreaming disaster risk reduction requires action at different levels, from securing political commitment and leadership, raising awareness, education and the development of tools and research, to developing capacities to address disaster risk, particularly at the local level. This is clearly reflected in the work that the UN-Commission supports.

For example, in **Afghanistan** and **Bangladesh**, the Commission and the UN helped integrate information from disaster risk assessments into national development plans and supported the development of appropriate institutional systems and responses. In **Nepal**, the partnership supported the implementation of the national strategy for disaster risk management through sectoral priority action plans. In **Kyrgyzstan** it assisted the mainstreaming of disaster risk reduction in the decentralization process, strengthening the capacities of vulnerable communities, local self-government bodies and community partners. Similar efforts to support local communities and institutions took place in **Tajikistan, Honduras** and the **Andean region**.

## THE INSTRUMENT FOR STABILITY

The Instrument for Stability (IfS) is a rapid and flexible mechanism at the disposal of the European Commission to prevent conflict, support post-conflict political stabilisation and to ensure early recovery after a natural disaster. Established in 2007, it is now a well established EU crisis response tool complementary to other instruments.

The instrument is used to re-establish the conditions necessary for implementation of EU development assistance using other long-term instruments. It integrates political and development activity in a unique manner, focusing on situations of urgency, crisis and emerging crisis; the protection of human rights and fundamental freedoms; the security and safety of individuals, or situations threatening to escalate into armed conflict or destabilisation. The instrument effectively relates to the three pillars of the United Nations' work - peace and security, human rights and development - and it has been an important mechanism for the UN-Commission partnership not only supporting UN development and humanitarian activities but also the efforts of UN peacekeeping missions in **Sudan, Kosovo, and the Central African Republic.**

In 2007-2008 the United Nations joined hands with the Commission through the Instrument for Stability to support security sector reform in the **Central African Republic** and in **Timor Leste**, build capacity of the transitional federal institutions in **Somalia**, provided electoral assistance to **Zambia** and **Georgia**, provide post-conflict support to internally displaced people in Georgia, and formulate post disaster needs assessments in **Haiti, Myanmar** - after the Nargis cyclone - and in **Ukraine**, in response to the oil spill in the Black Sea.

The Instrument for Stability currently supports the strengthening of capacities of the UN and partner governments for the consensual management of land and natural resources and is fighting against the illicit trade of fire arms in Central America and neighbouring countries.



*After 7 years in a refugee camp, the 12 year old girl meets her mother and family in Burundi. (UNHCR/A. Kirchhof).*

*Fisherman in Baucau, Timor-Leste, casts his net.  
(UN Photo/Martine Perret).*



## Complementing the picture

**Evidence suggests that cooperation with the United Nations is now largely mainstreamed throughout the European Commission and is an increasingly important part of the work of other European institutions including the European Parliament and the Council of the European Union. UN relations with the Parliament and cooperation with the Council, the latter particularly in the field of crisis management, increased significantly in recent years.**

### ADDITIONAL AREAS OF COOPERATION BETWEEN THE UN AND EU INSTITUTIONS

Beyond the vital cooperation between the European Commission and the United Nations in the post-crisis field, there exists a wide-spread and vibrant partnership both with the European Commission in multiple other fields, and with other institutions of the European Union.

The UN relationship with the **European Parliament** has deepened significantly in recent years in recognition of its vital role in representing the citizens of Europe. Cooperation takes place at the highest levels of the Presidency and Offices of the Secretary-General of both institutions and with individual parliamentary committees. The **EU-UN Working Group** of the Parliament makes annual visits to the UN General Assembly. The UN Deputy-Secretary

General and a number of heads of UN development and humanitarian agencies typically address the Foreign Affairs and Development Committees as well as relevant public hearings, and the United Nations Day – 24 October – is celebrated in the European Parliament. Parliamentarians and officials regularly call upon the UN Brussels team as a source of impartial advice on a range of humanitarian and development issues. An agreement for reciprocal short term exchanges of staff between the Parliament and UN country representations has helped build mutual understanding as well as offering an opportunity for staff development.

There is now a well-established **EU Ministerial (“Troika”) dialogue** with the UN Secretary General (UNSG), as well as a range of other dialogues between the Offices of the UNSG and Deputy Secretary-General of the United Nations, and the highest levels of the European Parliament, the Council of the European Union and European Commission. **High-level and desk-to-desk dialogues** take place on a six-monthly basis between the United Nations and the Council and the Commission to review specific country situations with a view to strengthening cooperation. The Council and the Commission cooperate *inter alia* with the Departments of Political Affairs, Peace Keeping and Economic and Social Affairs of the UN Secretariat, as well as with the funds, programmes, and specialised agencies. The Commission also sits on the UN Peacebuilding Commission and is an important donor to the institution.

### EU-UN COOPERATION IN CRISIS MANAGEMENT

Relations between the EU institutions and the UN in crisis management began to develop when the UN was looking at reform of its peace operations in the framework of the 2000 Report of the Panel on UN Peace Operations, known as the “Brahimi Report”. This coincided with the laying of the foundations of the European Security and Defence Policy. The Commission Communication “The choice of multilateralism” from 2003 strongly recommended that the EU become more engaged in peace and security in the context of its cooperation with the UN. The UN, confronted with the changing nature of peacekeeping, sought increased support from regional actors.

Two European Security and Defence Policy (ESDP) operations in 2003 were successful tests for EU-UN cooperation. The *EU Police Mission in Bosnia and Herzegovina* took over the UN international Police Task Force. The EU-led operation *ARTEMIS*, carried out in the summer of 2003 in accordance with UN Security Council Resolution 1484, succeeded in stabilising security conditions and improving the humanitarian situation to protect the civilian population in Bunia in **Eastern Democratic Republic of Congo**. These examples of cooperation on the ground represented a major breakthrough in relations between the EU and the UN in crisis management, leading to a better knowledge of each other’s working methods, and setting the stage for a joint declaration for cooperation in 2003. The declaration identified areas for further cooperation and established an inter-institutional Steering Committee as a consultative mechanism to enhance coordination between the UN Departments of Peace Keeping Operations and Political Affairs and the European Union including the Council. This declaration was built upon in 2007 with a Joint Statement.

### **Joint Statement on UN-EU Co-operation in Crisis Management, 2007**

The main features of the Joint Statement include enhancement of mutual cooperation and coordination through:

- Regular senior-level political dialogue between the UN Secretariat and the EU-Troika on broader aspects of crisis management;
- Regular exchange of views between senior UN Secretariat officials and the Political and Security Committee of the EU;
- Continued meetings of the UN-EU Steering Committee including ad hoc meetings in crisis situations as required;
- Consideration of further steps to enhance cooperation in areas including, but not limited to: support to African peacekeeping capacity-building; cooperation on aspects of multidimensional peacekeeping including police, rule of law and security sector reform; exchanges between UN and EU Situation Centers; and cooperation with the EU Satellite Centre;
- Pursuit of specific coordination and cooperation mechanisms for crisis situations where the UN and the EU are jointly engaged;
- Systematic UN-EU joint lessons learned exercises following operational cooperation.

### **Follow up of 2007 Statement**

In 2008 the Political and Security Committee of the Council agreed a series of recommendations for the implementation of the Joint Statement on EU-UN Co-operation in Crisis Management. They cover, *inter alia*, reinforced dialogue, security sector reform, African peace-keeping capabilities, and the multidimensional aspects of peace-keeping. Many of these have been implemented and progress is measured every semester through a progress report.

In 2009, the tenth meeting of the EU-UN Steering Committee on Crisis Management discussed **Afghanistan, Guinea-Bissau, Somalia, Chad, Central African Republic** and **Georgia** as well as security sector reform and capacity support to the African Union.

The intensive relationship continues with contacts between senior officials of the General Secretariat of the Council of the EU and the UN Departments of Peacekeeping Operations and Political Affairs and the Special Representatives of the UN Secretary-General and the EU Special Representatives in the field.

### **European Union Force (EUFOR) Chad/Central African Republic**

Following the successful transfer of authority between EUFOR Chad/Central African Republic and the UN Mission in the Central African Republic and Chad (MINURCAT) in March 2009, the members of the UN Security Council commended the EU for the successful deployment of EUFOR Chad/CAR, the support provided to UN activities in eastern Chad and the north-eastern Central African Republic, and its contribution to the safe delivery of humanitarian assistance and security and stability in its area of operation. They welcomed the close cooperation between EUFOR and MINURCAT throughout the mandate of the EU operation.

EUFOR's redeployment did not mark the end of the EU's involvement in Chad, the Central African Republic or the region as a whole. Around 2,000 troops from European countries who served under EUFOR currently serve under MINURCAT which underlines European support to UN peacekeeping operations. Moreover, the EU has remained active at a political and diplomatic level in Chad, the Central African Republic and especially Sudan. The EU continues to be active in the region in humanitarian and development activities.

## THE EUROPEAN COMMISSION AND THE UN BEYOND POST-CRISIS

In focusing this report on the partnership between the UN and the Commission in post-crisis recovery, one would be remiss to omit recognition of the extensive cooperation that continues across the UN's humanitarian and development work. In 2008 the United Nations and the European Commission cooperated in more than 100 developing countries and countries in transition, in all regions and across the full spectrum of UN development and

humanitarian activities - from upholding human rights to protecting vulnerable groups, investing in health, education, water and sanitation, and strengthening governance capacities. In 2008 the European Commission financed UN organisations for development and humanitarian action with over 1 billion Euros.

While much of the cooperation between the UN and the Commission lies in the external field, collaboration is present in a great many other areas of the Commission's work. Crucial synergies exist between the UN responsi-

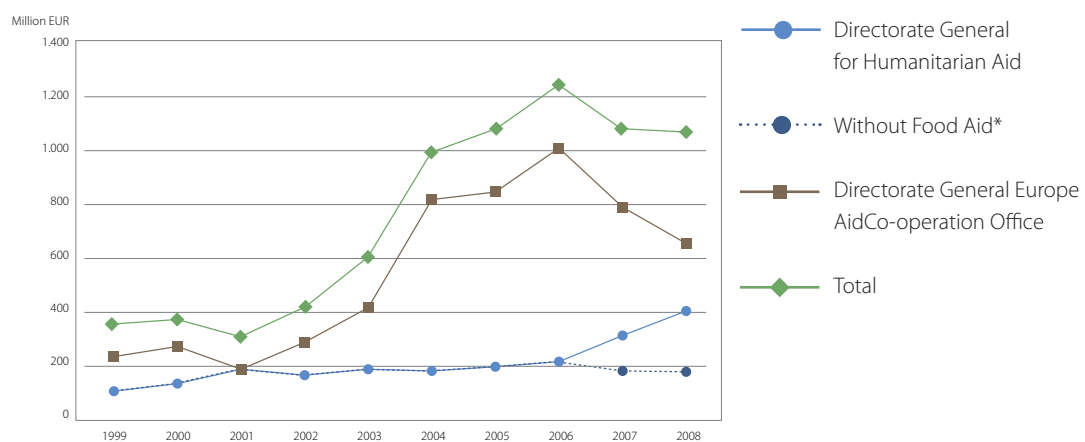


bility for setting, promoting and upholding international standards and the role of the EU and the Commission in formulating those standards as well as ensuring their implementation within the Union. Moreover the nature of today's challenges, for example in the environment, migration and health, blurs distinctions between what might

be considered purely internal affairs of the Union and its external role. Evidence shows that cooperation with the UN is now largely mainstreamed throughout the Commission with some two thirds of its Directorates General and services having direct links with the United Nations and its various bodies.

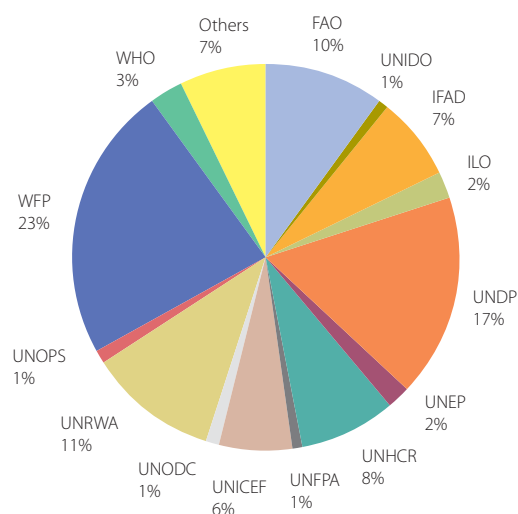
## FACTS ABOUT THE PARTNERSHIP

### Financial contributions from the European Commission\* to the activities of the United Nations 1999 to 2008



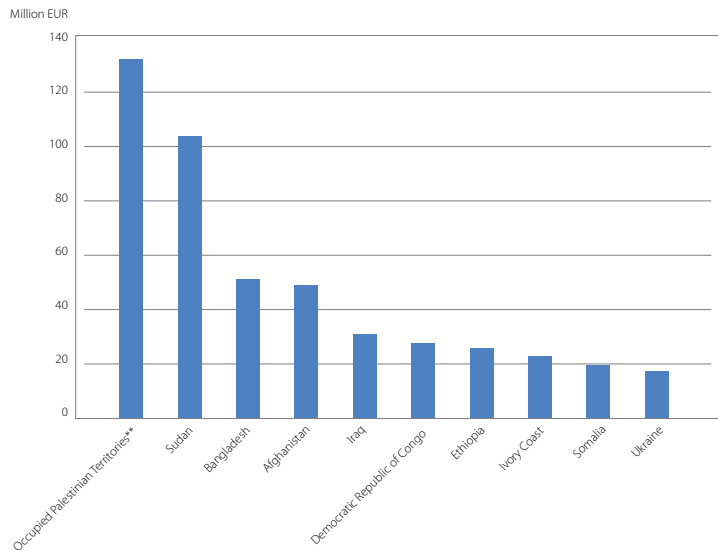
\* Management of humanitarian food aid was transferred from EuropeAid to ECHO in 2007. Data includes contributions from EuropeAid and ECHO. Source European Commission, April 2009.

### Contributions from the European Commission\* to United Nations agencies, 2008



\* Includes contributions from EuropeAid and ECHO. Source: European Commission, April 2009.

### Top 10 countries receiving financial contributions from the EC to UN activities (2008)\*



\* Contributions from EuropeAid and ECHO (excluding regional programmes). Source European Commission, April 2009.

\*\* OPT covers West Bank and Gaza.

## INSTRUMENTS THAT FOSTER THE PARTNERSHIP BETWEEN THE UNITED NATIONS AND THE EUROPEAN COMMISSION

United Nations Millennium Declaration and the Millennium Development Goals, 2000: Cornerstone of the UN-EU relationship in development cooperation and conflict prevention. The MDGs constitute eight quantifiable and time-bound targets to halve world poverty by 2015.

Paris Declaration on Aid Effectiveness and Accra Agenda for Action, 2005 and 2008 respectively: Shared roadmap of the international community to improve the quality and impact of aid, strengthen national ownership of countries and improve mutual accountability for results in the use of aid.

### **European policy statements:**

Communication 231 of 2001: 'Building an effective partnership with the United Nations in the fields of development and humanitarian affairs'; Communication 526 of 2003: 'The European Union and the United Nations: The choice for multilateralism'.

These Communications, together with the corresponding Council conclusions, represent landmarks in the development of the partnership, identifying multilateralism and a strong UN as a basic principle of the foreign policy of the European Union. The Communications call for comprehensive strengthening and mainstreaming of EU-UN relations through systematic policy dialogue, greater cooperation in the field, stronger cooperation on crisis management and prevention, and strategic partnerships between the European Commission and selected UN organisations.

In the Communication on the EU's Strategic Objectives 2005-2009, echoing the 2003 European Security Strategy, the Commission reiterates the commitment to effective multilateralism recognising "the UN as the only option for tackling global problems needing global solutions".

### **Strategic partnerships and cooperation arrangements:**

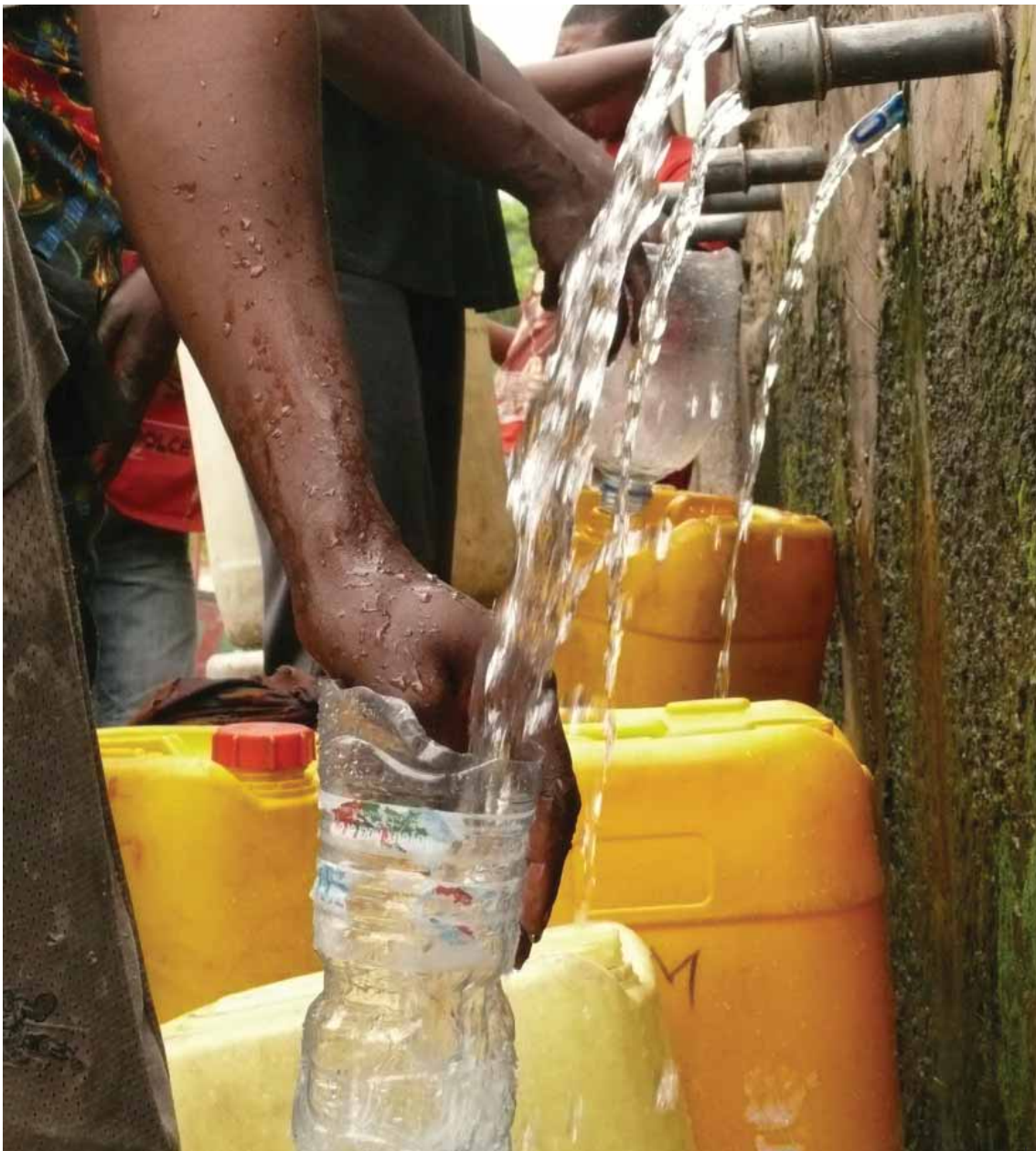
The Commission has some form of cooperation with many parts of the UN family. To date, strategic partnership agreements or equivalent arrangements exist with FAO, ILO, UNDP, UNEP, UNHCR, OHCHR, UNRWA, WFP and WHO. Other cooperation agreements exist with several other specialised agencies, funds and programmes of the UN.

**Cooperation on Administrative Best Practices:**

A cooperation framework between the UN and the Commission allows for exchange of experiences and best practices on a range of issues, through dialogue between senior managers, joint seminars, participation in training events organised by each institution, and by staff exchanges. Relevant issues identified for such exchange included administration, planning and budget management, human resource management, internal controls, investigations and ethics and institutional reform. In September 2009 the UN and the Commission will hold the first ever joint training of heads of their respective country delegations, on the theme of climate change and development.

**Financial and Administrative Framework Agreement:**

The revised Financial and Administrative Framework Agreement signed in 2003 between the United Nations and the European Community as represented by the European Commission, provides a single shared legal, financial and administrative framework for all programmatic cooperation between the Commission and the UN.



Collecting safe drinking water. (UNICEF/Christine Nesbitt).

## CONCLUDING REMARKS

Cooperation in post-crisis recovery is arguably one of the most important but also most challenging areas of the UN-Commission partnership. The complexity of the security, political and operational environments in post-crisis settings has meant interventions have not always succeeded, or at least not to the degree envisaged and desired. Many countries supported by the international community including through this partnership remain fragile or in crisis. This sense of perspective about the broader situation should not however cloud the clear indications that headway has been made in enabling countries to recover from conflict or natural disasters, and the evidence that this report seeks to provide, that interventions supported by the UN and the Commission helped improve the lives of countless individuals.

Neither the UN nor the Commission is complacent about the challenges. Their engagement entails constant self and joint reflection on what has or has not worked and why, and how to engender improvements. A series of issues pertaining to the partnership emerged from the preparation of this report, including the following:

- The UN-Commission partnership in post-crisis recovery clearly added value where it most mattered – on the ground and for the benefit of individuals and communities. That interventions could have been more timely and successful in some instances is undoubtedly the case. However, as noted in the results sections of the thematic chapters above, the partnership clearly touched upon and improved the lives of millions of people living in precarious circumstances;
- The UN and the Commission are seemingly natural partners in this field and benefit tangibly from the strengths of the other. During the period under review in this report, the Commission benefited from the legitimacy, mandate and physical presence of the UN on the ground, whilst for the UN Commission funding, expertise and other types of support often made the Commission an indispensable partner in carrying out its mandated tasks. As the independent evaluation indicated in 2008, working

together, the United Nations and the European Commission achieved results that would not have been possible working separately. Through their efforts to coordinate policies, tools and operating mechanisms, including use by the Commission of UN-coordinated multi-donor efforts, the UN and the Commission frequently reduced transaction costs for governments and enhanced results;

- The institutions are on complementary institutional paths. They partake of common visions and pose similar questions on how to improve the internal coherence of their approaches as well as enhance the overall effectiveness of the international aid system. The shared objective of the UN and the Commission to champion common assessment and recovery programming tools provides a major contribution in this regard.

The challenges of working in the field of post-recovery are many however. Aspects arising from the analysis of the UN-Commission cooperation but which are also pertinent for the broader international system include *inter alia*:

- The vital importance of investing in prevention: Without exception the human and financial costs of preventing crises will be far lower than the costs of recovering from crises. Promoting conflict prevention is as important in post-conflict settings in order to avoid a resumption of violence. The same can be said for natural disasters, where investing in capabilities to better prepare for and manage disasters needs to go hand in hand with disaster mitigation and preventative actions. This recognition now permeates both UN and EU/Commission policy thinking and must guide their development efforts;
- The need to link security and development approaches and leverage crisis management interventions with country-driven development assistance aimed at transforming institutional capabilities and leadership. In establishing peace, due consideration needs to be made to laying the institutional foundations for sustainable peace by promoting human rights and the rule of law, including securing access to justice particularly for those

marginalised or victimised in the conflict. Both the UN and the EU are looking at ways of bridging security and development interventions in the most effective way and seek to learn from each other's and their shared experiences;

- The need to invest in national and local capacities to drive, lead and sustain recovery processes. Sustainable success in conflict prevention requires long-term investments to build the capacities of national actors at all levels of society. It takes time, money and persistence. But the results - in terms of tangibly improving the lives of people - are considerable.

In preparing this report, the UN team in Brussels had three objectives. The first was to inform UN and Commission stakeholders about achievements and in so doing reinforce the UN public accountability for the use of the Commission resources channeled through its organisations. Stakeholders include the country governments and societies that were supported, member states of the United Nations and the European Union, and civil society. The second objective was to contribute to the UN and the Commission's ongoing reflections to further improve their cooperation. The above conclusions contribute to that aim and confirm the findings of the independent evaluation (see page 11) that there are clear and compelling reasons for this cooperation to continue. Lastly, the UN aimed to make visible to citizens and policy-makers, especially those of the European Union, the results of their unstinting support to multilateralism.

The United Nations expresses its sincere appreciation for the considerable support of the European Commission and for the generosity of the citizens of Europe to the work of the United Nations towards a better world for all.







United Nations - Office in Brussels  
Rue Montoyer 14  
B-1000 Brussels, Belgium  
Tel: + 32 2 505 4620  
Website: www.un.org



Food and Agriculture Organisation of the United Nations (FAO)  
Boulevard Simon Bolivar 30, 2<sup>nd</sup> Floor  
B-1000 Brussels, Belgium  
Tel: +32 2 203 8852  
Website: www.fao.org



International Fund for Agricultural Development (IFAD)  
Via del Serafico, 107  
00142 Rome, Italy  
Tel: 39-0654591  
Website: www.ifad.org



International Labour Organisation (ILO)  
Rue Aime Smekens 40  
B-1030 Brussels, Belgium  
Tel: + 32 2 736 5942  
Website: www.ilo.org



Office for the Coordination of Humanitarian Affairs (OCHA)  
Rue Montoyer 14, 3<sup>rd</sup> Floor  
B-1000 Brussels, Belgium  
Tel: +32 2 213 8290  
Website: ochaonline.un.org



Office of the United Nations High Commissioner for Human Rights (OHCHR)  
Palais Wilson  
1211 Geneva 10, Switzerland  
Tel: +41 22 917 9000  
Website: www.ohchr.org



Joint UN Programme on HIV / AIDS (UNAIDS)  
Rue Montoyer 14, 1<sup>st</sup> Floor  
B-1000 Brussels, Belgium  
Tel: +32 2 502 9825  
Website: www.unaids.org



United Nations Development Programme (UNDP)  
Rue Montoyer 14, 6<sup>th</sup> Floor  
B-1000 Brussels, Belgium  
Tel: +32 2 505 4620  
Website: www.undp.org



United Nations Environment Programme (UNEP)  
Rue Montoyer 14, 7<sup>th</sup> Floor  
B-1000 Brussels, Belgium  
Tel: +32 2 213 3050  
Website: www.unep.org



United Nations Educational, Scientific and Cultural Organization (UNESCO)  
7, Place de Fontenoy  
75352 Paris, France  
Tel: + 33 1 45 68 1000  
Website: www.unesco.org



United Nations Population Fund (UNFPA)  
Rue Montoyer 14, 3<sup>rd</sup> Floor  
B-1000 Brussels, Belgium  
Tel: +32 2 550 1830  
Website: unfpa.org



United Nations High Commissioner for Refugees (UNHCR)  
Rue van Eyck 11b  
B-1050 Brussels, Belgium  
Tel: +32 2 649 0153  
Website: www.unhcr.org



United Nations Children's Fund (UNICEF)  
Rue Montoyer 14, 2<sup>nd</sup> Floor  
B-1000 Brussels, Belgium  
Tel: +32 2 513 2251  
Website: www.unicef.org



United Nations Industrial Development Organization (UNIDO)  
Rue Montoyer 14, 4<sup>th</sup> Floor  
B-1000 Brussels, Belgium  
Tel: +32 2 511 1690  
Website: www.unido.org



United Nations Development Fund for Women (UNIFEM)  
Rue Montoyer 14, 8<sup>th</sup> Floor  
B-1000 Brussels, Belgium  
Tel: +32 2 213 1442  
Website: www.unifem.org



United Nations Mine Action Service (UNMAS)  
Department of Peacekeeping Operations  
Two UN Plaza, 6<sup>th</sup> Floor  
New York, NY 10017 USA  
Tel: +1-212 963-1875  
Website: www.mineaction.org



United Nations Office on Drugs and Crime (UNODC)  
Rue Montoyer 14, 3<sup>rd</sup> Floor  
B-1000 Brussels, Belgium  
Tel: + 32 2 289 5175  
Website: www.unodc.org



United Nations Office for Project Services (UNOPS)  
Midtermolen 3 - P.O. Box 2695  
2100 Copenhagen Ø  
Denmark  
Tel: +45 35 46 75 20  
Website: www.unops.org



UNRWA Liaison Office in Brussels  
11, Rond point Schuman  
B-1040 Brussels  
Office phone: + 32 2 256 7585  
Fax: + 32 2 256 7503  
Website: www.un.org/unrwa



United Nations Volunteers (UNV)  
Hermann-Ehlers-Strasse 10,  
53113 Bonn, Germany  
Tel: +49 228 815 2000  
Website: www.unvolunteers.org



United Nations Human Settlement Programme (UN-HABITAT)  
Rue Montoyer 14, 2<sup>nd</sup> Floor  
B-1000 Brussels, Belgium  
Tel: +32 2 503 3572  
Website: www.unhabitat.org



World Food Programme (WFP)  
Avenue des Arts, 41  
B-1040 Brussels, Belgium  
Tel: +32 2 500 0910  
Website: www.wfp.org



World Health Organisation (WHO)  
Rue Montoyer 14, 1<sup>st</sup> Floor  
B-1000 Brussels, Belgium  
Tel: +32 2 506 4660  
Website: www.who.int



World Meteorological Organization  
7 bis, avenue de la Paix  
CH 1211 Genève  
Website: www.wmo.int