



2013 Annual Report of the Joint UNDP/DPA Programme on Building National Capacities for Conflict Prevention



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Foreword

In reflecting on the support provided through the Joint UNDP/DPA Programme across 2013, it is clear that the partnership is increasingly seen to serve an important function in helping the UN respond to complex political situations and emerging crises. The number of PDAs deployed provides compelling testament in this regard, with requests outpacing available resources.

The growing profile of, and demand for, support from the Joint Programme has prompted increased efforts to strengthen the consistency and impact of PDA deployments, and to ensure the support provided is appropriate for the country context and supported by a Resident Coordinator and UN Country Team. . The work of PDAs actualizes the partnership and epitomizes the spirit of “Delivering as One”. The growing reputation of the PDA cadre is testament to the efforts made by current and past PDAs in supporting Resident Coordinators and working with UN Country Teams and national partners to advance conflict prevention efforts. As noted throughout this report, this can vary from activities that build capacities of civil society actors as ‘inside mediators’, supporting Resident Coordinator engagement in political dialogue processes, to the development of early warning/ early action mechanisms. Though the number of PDAs is expected to grow towards 40 during 2014, it is likely to steadily plateau. Indeed, the entry points for deploying PDAs do not necessarily exist in all complex political situations. While the “PDA brand” has become increasingly well-known, PDAs represent but one type of support available. In serving as a conduit for collaboration, the Joint Programme is able to draw on the analytical expertise of both DPA and UNDP to field joint missions to support Resident Coordinators and UN Country Teams adjust programming and engagement in situations of emerging complexity, while also drawing on specialist expertise through DPA’s Mediation Standby Team or DPA and UNDP’s electoral assistance work.

From 2014, the Joint Programme will explore opportunities to further strengthen the range of support available, including through the deployment of UNV/PDAs, closer collaboration with the Peacebuilding Fund, and greater efforts to identify and strengthen national PDAs and capacities of DPA and UNDP staff. Efforts to expand collaboration with UN partners at HQ level are mirrored in-country. The deployment of PDAs should not be seen as exclusive support to a Resident Coordinator, but as a resource for the entire UN Country Team. Indeed, opportunities for PDAs to support UNCTs in conflict analysis and informing conflict-sensitive programming across the gamut of the UNCT’s work are two key reasons for deploying PDAs.

The solid foundation from which the Joint Programme continues to grow is testament to the increased level of ownership of the partnership across DPA and UNDP. Decisions regarding the deployment of PDAs and the provision of other types of support now cuts much wider across DPA and UNDP, with day-to-day support to PDAs and engagement in the Joint Programme going much deeper. Indeed, the Joint Programme relies on the buy-in and collaboration of DPA and UNDP, from the Director-level through to country focal points. At a country level, the work of PDAs is often grounded in UNDP programming, and there are a growing collection of examples where PDAs have effectively drawn on support through DPA, including the Mediation Standby Team. To that end, we owe a debt of gratitude not just to the PDAs in-country but also to those colleagues at HQ, regional and country-level working hard to ‘grease the wheels’.

In reading the report that follows, we are confident that the results supported through the Joint Programme speak for themselves. In recognizing that the Joint Programme will only continue to be effective by strengthened partnerships and furthering collaboration, with donor partners, other UN agencies, and at country-level, we look forward to the opportunities that will present themselves in the year ahead.

Introduction

The United Nations Development Programme (UNDP) and the United Nations Department of Political Affairs (DPA) have collaborated on the development and implementation of conflict prevention initiatives in the field through the Joint UNDP/DPA Programme on Building National Capacities for Conflict Prevention (Joint UNDP/DPA Programme). First launched in 2004, and then extended through 2014, the programme is executed by UNDP's Bureau for Crisis Prevention and Recovery (BCPR) on behalf of UNDP and DPA. The programme provides catalytic seed funding to emerging and ongoing conflict prevention initiatives in various countries.

2013 by the numbers

- **28 PDAs** deployed across the world (Africa - 13, Europe/CIS - 8, Asia/Pacific - 4, Latin America - 2, Arab States - 1), representing a **25% growth on 2012 deployments**;
 - Emphasis on **cost-sharing**, with more than **50% of PDA deployments** cost-shared through UN Country Teams, UNDP, DPA, or PBF.
 - In 2013, **PDAs helped mobilize USD 14 million** for country-level conflict prevention and peacebuilding activities.
- The support provided through the Joint UNDP/DPA Programme continued to expand in 2013, both in terms of scope (PDAs, interim-support, as well as support to facilitation efforts, conflict analysis exercises) and depth (strengthening the package of support provided to PDAs, working to enhance the sustainability of PDA capacities). Support has continued to focus on four broad areas, including:
- Developing new and supporting ongoing strategic conflict prevention initiatives at the country level, including through the deployment of Peace and Development Advisors (PDA);
 - Providing targeted assistance for specific conflict prevention and facilitation activities in countries with no UN political or peacekeeping mission;
 - Supporting joint assessment, analysis, and knowledge development by DPA and UNDP, in the context of support for country-level initiatives;
- Providing short-term support for conflict and political analysis through deployment of advisors in countries in crisis and political transitions.



Figure 1: Geographical distribution of PDAs (as of 31 December 2013)

These output areas frame the structure of the Annual Report, which includes additional sections relating to Monitoring and Evaluation, UN system engagement and partnership, and closes with a few thoughts regarding the potential future direction(s) of the partnership.

Chapter 1: Developing strategic conflict prevention initiatives at country level, including through the deployment of Peace and Development Advisors (PDAs)

The deployment of Peace and Development Advisors (or PDAs) is often times the most visible support provided through the Joint UNDP/DPA Programme. PDAs are a growing cadre of UN staff who support Resident Coordinators and UN Country Teams adapt and respond to complex political situations and to develop and implement strategic conflict prevention initiatives and programmes. PDAs wear two 'hats': focusing primarily on strategic guidance and implementation of conflict prevention initiatives that involve national counterparts from government and civil society, while also supporting Resident Coordinators through political and conflict analysis and the UNCT design and implementation of conflict-sensitive programming. Textbox 2 (below) provides a snapshot of the various areas of work in which PDAs can be engaged, depending on country context. There were 28 PDAs deployed at the end of 2013, with the largest regional concentrations in Africa and Europe/CIS (see Figure 1 above).

A snapshot of PDA areas of engagement

- Development and implementation of conflict prevention initiatives and strategies in the field;
- Support capacity development of national institutions and processes for conflict management at both national and local levels. This can include strengthening conflict resolution mechanisms and institutions, such as peace committees or supporting the work of 'insider mediators' and
- Support development of the Infrastructures of peace
- Enhance dialogue between government and civil society, people-to-people dialogues, collaborative leadership skills, reconciliation processes;
- Provide strategic analyses (political and conflict analysis) and recommendations for the UN RC and, so that the UN system can best assist national and local initiatives;
- Support the mainstreaming of conflict prevention and conflict sensitivity into UN and national development plans and programmes, including through training and capacity-building of UN staff and national partners;
- Support specific, targeted initiatives, as requested by national counterparts and under the direction of the RC, such as electoral violence prevention, political party dialogue, inter-faith dialogue, the conflict-sensitive reporting by the media.

While there are commonalities across the work of PDAs, their functions are largely shaped by the contexts in which they work – both in terms of the country dynamics as well as the PDA's relation with the UN Country Team. For instance, PDAs in Europe/CIS tend to have a stronger focus on providing political and conflict analytical support to the Resident Coordinator, the UN Country Team, and national and other partners, with few PDAs directly involved in programming beyond the provision of strategic guidance and advice on conflict-sensitivity. Conversely, many PDAs throughout Africa are directly engaging in programme leadership, linking closely with the UN's work in areas such as governance, elections-support, and rule of law, while also working closely with Resident Coordinators and UN Country Teams in providing regular analysis and guidance on broader, conflict-sensitive development programming. Rather than providing a detailed overview of the country-level activities

supported by PDAs, this report provides a thematic summary of these contributions, highlighting a few country examples to illustrate the various types of PDA engagement that took place throughout 2013.

In countries as diverse as Ghana and Togo to the Maldives, 2013 bore witness to a number of national electoral processes. In many cases, PDAs made valuable contributions to the UN's support to national stakeholders to conduct peaceful polls. This ranged from support to dialogue efforts between government and opposition groups, to training electoral bodies, security sector, and civil society in election monitoring and civic education. Oftentimes, PDAs were involved in multiple initiatives that together sought to contribute to peaceful, open electoral processes, and were engaged throughout the electoral cycle. In other countries, PDAs worked with the Resident Coordinator, UN Country Team and DPA to support national stakeholders in the lead up to national ballots to be held in 2014 and beyond.

In **Togo**, parliamentary elections were eventually held on 25 July 2013 having been initially postponed. After an early assessment of the nation's electoral infrastructure revealed significant capacity gaps that suggested the country was insufficiently prepared at legal, institutional, or technical level to organize elections, the stagnating process of political dialogue suggested that the elections could potentially pose risks to the country's stability. In this context, the UN made an important contribution to supporting dialogue between the government and opposition. In February 2013, the PDA supported the UN Resident Coordinator's engagements under the auspices of the heads of the five permanent missions (EU, USA, Germany, France, and the UN) to hold a two day meeting where Togolese political leaders from the opposition, the majority, and the government met for the first time in months. Facilitated by a respected Church leader, the Resident Coordinator actively participated in the discussions, with the PDA designated as rapporteur, reflecting the trust placed in the UN by all stakeholders involved. The UN's continued engagement, with the support from the PDA, was critical to ensuring peaceful elections. This higher-level engagement was complemented by the training of media, religious leaders, traditional chiefs, women's groups, and youth in negotiation, mediation, and facilitation. In addition, the PDA supported UNDP efforts to recruit civil society organizations across the country's six regions to implement civic education projects that promote citizen awareness on their role in the consolidation of democracy, rule of law, and social harmony. The PDA also led a series of training workshops for the security forces to build their awareness and skills for policing during elections. Some 500 police and security officers were trained on modern policing strategies for secure elections, with a view to ensuring law enforcement efforts are able to manage potential violence and do not themselves inadvertently trigger violence during the upcoming elections.

In the context of the December 2012 elections in **Ghana**, the PDA helped coordinate UN agencies to deliver standardized peace messages around the elections, including through outreach to youth and political parties, thus entrenching the practice of peaceful elections in the West African nation. With inter-agency collaboration grounded in a common UNDAF pillar on peace and security, the PDA supported collaboration that focused on initiatives to strengthen the ability of national actors to engage in balanced and transparent political debate. This included journalist training on conflict-sensitive election coverage; presidential candidate debates on social issues; support to national actors with the drafting of the affirmative action bill, and a package of interventions geared towards gender equality. These activities included sensitization, advocacy, and training for the leadership of political parties, public institutions, and potential women candidates; support to the Ministry of Women and Children's Affairs to facilitate the passage of the Affirmative Action Bill; and the organisation of a Gender and Development Dialogue Series. The PDA also worked with UNESCO and UNDP in conjunction with the National Peace Council (NPC), the Asantehene, Otumfuo Osei II Tutu, and with the Institute of Democratic Governance (IDEG), to support the signing of the 'Kumasi Declaration' by the eight Presidential Candidates, asserting that any form of impunity and injustice would not find a place in the conduct of the presidential candidates and their political parties. Published across local media, the peace pact played an important role in ensuring the candidates remained committed to the electoral process.

The PDA in the **Maldives**, working closely with the DPA mission that had been deployed in the lead up to the re-run of the Presidential election and in the shadow of a looming Constitutional crisis, played a central role in supporting the UNCT and DPA monitor and adapt to the changing country context. The PDA worked closely with key international actors, including observation teams, providing analysis regarding the political, social and electoral context in the country, identifying key issues

and considerations ahead of their observation. This support enhanced observers' ability to perform competently and reducing the risk of possible missteps. The PDA has also supported the RC a.i in facilitating clear, consistent, and prompt communication between international partners regarding the current situation, planning and arrangements for electoral observation teams, and rapid responses of the international community to critical socio-political developments, improving coordination, consistency and efficacy on each level.

While elections can provide potential 'flash points' that lead to violence, the work of PDAs often involves efforts to build long-term, sustainable national capacities in conflict prevention, whether it be through supporting platforms for dialogue embedded in national Infrastructures for Peace, local peace committees, the development of early warning/ early response mechanisms or capacities for 'insider mediation'. Building the capacity of such institutions and mechanisms can often go beyond a nation's election cycle though, once established, can go a long way to supporting peaceful electoral processes. Support to 'insider mediation', including through tailored workshops for identified community leaders and civil society actors has proven to be a particularly important area of many PDAs work, allowing the UN to strengthen national capacities for mediating conflicts across national, sub-national, and community levels. UNDP's breadth of experience often allows PDAs to access a range of expertise and good practices, while linking up with DPA's Mediation Support Unit provides useful complementary support to in-country efforts.

Throughout 2013, a number of PDAs provided support to activities that took place under the auspices of the EU/UNDP "Insider Mediation" project. The project derived its rationale from the fact that most countries undergoing turbulent transitions, or facing recurrent tensions and instability, do not request external mediation support. To that end, the project involved efforts to equip key actors with the appropriate skills for constructive negotiation and dialogue. Recognizing that training alone is not enough, the project involved stakeholders being accompanied through the application of these newly acquired skills. This project focused on providing the local actors with the initial basis for the establishment of such capacities by allowing actors to acquire the relevant skills, apply them to the diffusion of immediate tensions, and to reach agreement on the form and content of longer-term capabilities. The first phase of the project was implemented in nine countries, with PDAs deployed in six of these countries and serving as the key interlocutor. The countries where both a PDA is deployed and where "Insider Mediation" activities took place include Chad, Ghana, Guyana, Maldives, Mauritania, and Togo. For these countries, many of the specific country activities described in this report directly pertain to the initiatives supported through this project and either the entry points that have been built on since or other related, complementary efforts.

In **Chad**, successive PDA deployments (beginning in 2011) have provided support to the Chadian Government in setting up a mechanism for national political consultation that would include national and local level key players. Peace structures like local peace building committees, Political Dialogue Committee and Bureau du Mediateur within the Government have been assisted and accompanied through the PDA. The work at both the national and local level by the PDA proved instrumental to build and consolidate a linkage between the two levels. The PDA supervised the deployment of some 40 Community Mediators (trained through a UNDP/EU collaboration), who have proceeded to train members of Local Peace Committees. These efforts have served to form the bedrock of the country's nascent Infrastructure for Peace. The PDA has maintained linkages with broader work and initiatives of the global UN system, in particular the UN Regional Office for Central Africa (UNOCA), the Department of Political (DPA) and UNDP at Headquarters, as well as key international players in the country. In building on the entry points developed and sustained, the PDA has continued the UN's support to relevant ministries, other national institutions, associations, municipalities and civil society to advance a conflict transformation system at local and national levels. This has helped the continued presence of informal mechanisms for dialogue and dispute settlement, including mediation. The PDA also maintained close contact with national authorities and relevant international entities to assess the impact of the crisis in the CAR on Chad.

In **the Former Yugoslav Republic Of (FYR) Macedonia**, the PDA worked with national counterparts to design and implement actions that strengthened the capabilities of individuals and the capacity of national institutions to manage inter- ethnic cohesion, including establishing the country's first comprehensive centre to resolve conflicts at local and national levels. As

part of the centre, the PDA helped train and put in place a system of over 240 dispute resolution practitioners from public institutions and civil society who could quickly mobilize to resolve disputes. When violent inter-ethnic clashes broke out in the country's capital in 2011, these mediators rapidly mobilized and prevented conflict from spreading in their communities.

With the Government of **Malawi** recently endorsing the development of a national Infrastructure for Peace, the PDA has continued to support the UN's efforts to strengthen the capacity of key stakeholders. The PDA has begun exploring opportunities to strengthen the capacity of the Public Affairs Committee (PAC) in playing an 'insider mediator' role, and has supported the Multi-Party Liaison Committees in engaging political parties at district level to address complaints pertaining to next year's election. The UN's support to the development of a national Infrastructure for Peace will focus on the following objectives: i) develop capacity for dialogue and strengthen multi-stakeholder dialogue processes; ii) support efforts to expand civil society engagement in policy discourse as well as the peaceful resolution of issues, particularly in the lead up to the 2014 elections; iii) establish and strengthen processes that ensure that the youth are well informed on national policy issues, including through civic education; and iv) reinforce media engagement in policy discourse with a view to enhancing the media's understanding of policy issues as well as the diverse perspectives of stakeholders.

The country contexts in which PDAs are deployed vary widely, with some countries emerging from conflict and seeking to address issues of national reconciliation, while others are proactively trying to strengthen social cohesion, sometimes as a response to regional trends and in an effort to address latent root causes. Often times, the PDA can serve an important role in linking higher-level dialogue processes with congruent efforts at community level, working with civil society partners, as illustrated by the example of Cyprus. The work of PDAs throughout the Sahel in supporting UNOWA is another example of this 'linking' role.

In **Bosnia i Herzegovina** (B&H), the PDA has helped the UN respond to the Presidency's appeal for UN assistance to galvanize peace and reconciliation processes in B&H at a time when the overall situation in the country is deteriorating. The PDA has designed a joint UN Country Team (UNDP, UNICEF & UNESCO) project to strengthen local capacity for promoting coexistence, peaceful resolution of conflict and national reconciliation through the establishment of a Dialogue Platform for B&H that will link the Presidency and other decision-makers, citizens and civil society. The project subsequently received funding from the UN's Peacebuilding Fund, with activities set to begin in 2014. In addition, the PDA has provided critical leadership and coordination for moving the initiative forward, for example by ensuring that all three Presidency members are committed to the appeal.

Since the end of the armed conflict in **Sri Lanka**, there has been a growing number of opportunities to promote reconciliation. The broadening of this engagement has been informed by the visit of the UN High Commissioner for Human Rights, which helped establish the need for a more holistic approach for lasting peace in Sri Lanka. In a highly sensitive environment, the PDA has consulted with the both the Northern Provincial Council and the Commission on Disappearances and the Department of Census to advance the dialogue on truth and reparations following the conflict. The PDA also provided DPA with analysis on the changing political context and advice on the UN's engagement.

Similarly, in **Cyprus**, the PDA and UNDP continue to advocate for an inclusive peace process that includes political, civic, and business leaders that can support the official negotiations between the two leaders of the Greek Cypriot Community and Turkish Cypriot Community. The PDA has created linkages between the formal peace negotiations and wider civil society-driven "second track" reconciliation efforts. This has included public polls and analysis for the negotiating teams, the convening of public debates across the island on Federalism and other issues around the peace process, and regular advice from the two chambers of commerce. These initiatives have begun to influence first track negotiators about the value of a more inclusive process, as witnessed by supportive public statements from political parties on moving the agenda forward.

In **Mauritania**, the UN under the leadership of the Resident Coordinator, and with the support of the PDA, has provided technical support to the development of the National Strategy for Social Cohesion and to preliminary efforts for the drafting

of the National Action Plan on Resilience and Development. These have created important entry points to support national stakeholders engage in dialogue and increase ability of national actors to respond to challenges. In particular, the PDA advocated that national strategy for social cohesion involve as broad a range of stakeholders as possible, thus helping to facilitate a dialogue across society and political allegiances. Engagement with civil society actors has also been strengthened, including with the recently established International Centre for Mediation and Arbitration of Mauritania (CIMAM).

The PDA's work in **Mauritania**, including the support provided to CIMAM, involves a cross-border dimension. In addition to addressing development and socio-economic challenges, the program will help address some of the cross-border security-related challenges that pose a clear risk to the country and have the potential to have a deleterious impact on internal peace and stability. Recognizing the cross-border nature of many of the challenges to stability across the Sahel, PDAs in **Togo, Niger, Ghana, and Mauritania** provided valuable inputs into the UN's Strategy for the Sahel Region, working closely with UNDP, UNOWA, and across UN Country Teams.

Cross-border cooperation between PDAs has also taken place in **Kyrgyzstan and Tajikistan**, where the two PDAs worked closely in advancing efforts to collaborate on cross-border issues. UNDP's support to cross-border working groups was also crucial to promoting dialogue and cooperation between the Sogd and Batken provinces of Tajikistan and Kyrgyzstan, respectively. Batken provincial administration reported a decrease in crime in cross-border areas, which was also attributed to UNDP-supported cross border interaction. With the support of the two PDAs, UNDP facilitated the signing of a five-year cooperation agreement between these provincial authorities that will continue to address local tensions through the cross-border working groups.

In supporting the Resident Coordinators role in leading the UN Country Team, as well as their engagements with key national and international partners on behalf of the UN system in-country, PDAs provide valuable analytical and strategic support. Oftentimes, this support can help the RC position the UN in complex political situations, and establish the UN as a "thought leader" in conflict analysis and conflict prevention programming. In many contexts, PDAs have supported Resident Coordinator-led efforts to establish and facilitate forums for sharing analysis and coordinating programming and political responses amongst international and national partners.

In **Georgia**, for example, the PDA continues to support the Resident Coordinator function in efforts to share analysis and coordinate responses of the international community, including both bilateral and multilateral partners, as well as civil society actors. This advocacy has helped ensure continued operational access to Abkhazia for the UN and the UN's INGO partners. The PDA provides support to the Resident Coordinator's role in chairing an Ambassadorial Working Group, a mechanism involving key bilateral and multilateral partners, which is replicated at the working level, ensuring coordination and information-sharing at both representative and working levels. In the tense lead-up to the 2012 Parliamentary elections, the UN was able to use this forum to convene Ambassadors on a regular basis to discuss the situation and coordinate messages and actions. This ultimately fed into behind-the-scenes diplomacy and public statements by high-level international officials that helped defuse tensions and ensured that the election results were accepted by all sides, resulting in the first peaceful transfer of power in Georgia. Under the auspices of the Joint Consultative Forum, which is chaired by the PDA, donor partners and INGOs undertook a joint analysis exercise, the results of which have served to inform coordinated responses and activities. This both pertains to the messaging/ joint positions taken and advocated for by the international community, while also informing programmatic engagements so as to respond to changing political and conflict dynamics. The broadly agreed course of action focuses on three specific issues, namely: i) supporting a more constructive approach by the Government to Abkhazia and South Ossetia; ii) improve the modalities for engagement in Abkhazia and South Ossetia; and iii) strengthen existing and developing new "peace resources" amongst the communities in both Abkhazia and South Ossetia. Local stakeholders, including relevant authorities from all associated jurisdictions, will be engaged on the above issues.

There are a growing number of examples where PDAs have supported UN Country Teams access the Peacebuilding Fund. Indeed, of the current cadre of PDAs, such collaboration is taking place in **Bosnia i Herzegovina, Chad, Kyrgyzstan, and Niger**, with future PDA deployments to **Comoros, Sierra Leone**, and others also likely to see PDAs supporting the design and

implementation of PBF-supported activities. In a November 2013 independent review of UNDP's Implementation of projects funded by the PBF, PDAs were identified as a particularly relevant capacity to draw on, especially with regard to the provision of conflict analysis which then informs programming interventions¹.

PDAs have also been involved in supporting a number of innovative approaches to conflict prevention programming, including those that have leveraged the potential of ICTs.

In **Georgia**, the PDA has also made an important contribution to the Community Safety Network project, an innovative community-security initiative that leverages ICTs to report security incidents. In collaboration with Saferworld, the EU Monitoring Mission, and the Ministry of Interior, the early warning project receives weekly security reports from trained community monitors across 18 communities in South Ossetia. This free service, which has since become fully sustainable and owned by the local community, has sped up response times by police and international observers and improved local perceptions of security and served as a valuable community-owned platform for early warning/ early response. The tool has also contributed to increased perceptions of security by the communities involved, as evidenced by polling undertaken in 2013.

In an effort to promote political party confidence in the election results, UNDP **Ghana**, with the leadership of the PDA facilitated the Joint Parties Election Results Monitoring Project (J-PERM) in collaboration with a range of local and international partners. A novel activity, the initiative involved five of the political parties contesting the presidential race comparing polling station and constituency results they received from their polling agents, and identifying any differences in the results received. Disputed cases were then processed jointly using various techniques and information from CODEO (Coalition of Domestic Electoral Observers), the Electoral Commission and the media with mediation services provided by the West African Network for Peacebuilding (WANEP). The project helped increase political party confidence in the accuracy of the official election results by generating early warnings and mediating responses to real and perceived differences in election results, thus increasing the credibility and confidence of the contesting political candidates and the Ghanaian general public in the final declared results.

While the examples from Georgia and Ghana point to the possibilities regarding the use of ICTs for conflict prevention, the work of the PDA in **Kyrgyzstan** in supporting the development of a methodology for conflict-sensitive lawmaking represents another unique approach. In an effort to strengthen social cohesion and the ability of the national legislature to address conflict root causes, the PDA guided a UNDP initiative that supported Kyrgyzstan's parliament develop a methodology for reviewing laws to make them conflict-neutral. The PDA first coordinated efforts to create a conflict sensitive methodology for Kyrgyz lawmakers suitable to Kyrgyzstan's unique social cohesion challenges. The PDA provided facilitation and technical support to enable a team of experts and stakeholders to develop, test, and pilot the methodology. Members of Parliament approved the methodology in November 2012 at a conference devoted to the role of parliament in conflict prevention and peacebuilding.

¹Tarp, Kristoffer (2013), "Review of UNDP Implementation of PBF Projects", November, p.18

Chapter 2: Providing targeted assistance for specific conflict prevention and facilitation activities in countries with no UN political or peacekeeping mission

The nature of the assistance provided by the Joint UNDP/DPA Programme to specific conflict prevention and facilitation activities varies according to the country context and the nature of the request received. In 2012, this engagement varied from direct involvement of UNDP and DPA colleagues in the facilitation of national dialogue or reconciliation efforts, sometimes in support of a PDA deployment. On other occasions, the support involved the provision of financial support and technical assistance that allowed the UN Country Team to lead such efforts.

The Joint UNDP/DPA Programme has supported the dialogue process between the military-dominated leadership and the political opposition in **Fiji** since 2011 and continued to do so throughout 2013 both through the deployment of a PDA and through the provision of targeted support to the national dialogue process. Following a contentious constitutional review process, which at various times threatened to derail the dialogue, Fiji adopted a new constitution in 2013. Concurrently, the government also put its participation in the roundtables on hold. By end-2013 however, and as result of low-key intermediary roles by UN staff in headquarters and in the field, the government had given tentative agreement to a new consultation process to identify national reform priorities. The process was expected to be launched in 2014, and expected to provide a platform for building consensus before, during and after national elections scheduled for mid-2014. UNDP and DPA colleagues provided close support to the Resident Coordinator and the PDA in their efforts to support the dialogue, including through directly facilitating the dialogue at various times.

The Joint UNDP/DPA Programme has also provided sustained, multi-year support to **Uganda**. Centred around the provision of training in dialogue facilitation and sharing of experience on confidence-building measures for the Inter-Religious Council of Uganda (IRCU) and the National Elders' Forum (NEF). This was done with a view to building the capacity of each respective body to play significant roles in reducing specific tensions. Specifically, entry points for internal mediation were developed, and informal dialogue between high-level political party leaderships launched and sustained, through the NEF following political violence and protests over rising cost of living in 2011. Though logistical support is provided by the Inter-Religious Council of Uganda, the NEF is an autonomous and self-constituted body, and does not report to any institution and operates solely on the basis of consensus among its members. Accordingly, it is viewed as an independent and unbiased mechanism for addressing disputes and is expected to act as an anchor for the nation's peace architecture. In mid-2012, the Ugandan authorities, at the principals level, requested support from UNDP for inter-party dialogue under the auspices of the National Consultative Forum, a constitutional mechanism. While the political context continues to be characterized by tension and remains delicate, the forum will provide a critical space to allow stakeholders to forge the way ahead on a code of conduct for political parties as well as electoral reform. In September 2013, the Electoral Commission issued a new code of conduct guiding and regulating the activities of political parties as they pertain to elections. The introduction of the code of conduct can be seen as a positive result of the UN's support and the entry points developed, partly through support from the Joint Programme. In seeking to advance these, and other, opportunities in the lead up to the elections consultations are currently taking place with the Resident Coordinator with regard to the deployment of a PDA, the recruitment for which is expected to take place in early 2014. With general elections scheduled for 2016, the Joint Programme's complementary support to the NCF and the NEF processes could provide an important platform for peaceful polls. Uganda holds Presidential and Parliamentary elections simultaneously and it is the outcome of the former that is disputed – that was also the case in 2011 when NEF asked for UN assistance.

Chapter 3: Supporting joint assessment, analysis, and knowledge development by DPA and UNDP, in the context of support for country-level initiatives

2013 saw an increase in systematic efforts to undertake joint UNDP and DPA missions to countries where PDAs are deployed, often timed to coincide with the development of an incumbent PDA's workplan. Similar missions were also conducted at appropriate times to review and revise a PDA's workplan, defined in collaboration with the Resident Coordinator, the UN Country Team, and the PDA. Such missions were undertaken in Kosovo, Malawi, Mauritania, Niger, and Ukraine. Joint 'scoping' missions to assess entry points for potentially deploying a PDA were conducted in Belarus and Comoros, with joint missions also taking place to provide other types of support, including in facilitation, to Fiji, Guyana, Maldives, and Thailand.

Targeted trainings of national and local actors in acquiring new skills, forums and processes for conflict prevention, resolution or management were conducted, as discussed in Output 1. One example of this was the training for PDAs in Africa on dialogue, mediation, and facilitation that took place in July 2013. Under the auspices of the Joint Programme, in collaboration with the Framework Team Secretariat, and in partnership with the Folke Bernadotte Academy and *Crisis Management Initiative (CMI)*, the training served to identify the support needs for PDAs in these key thematic areas. Resident Coordinators from countries where PDAs are deployed in the region also participated in the final two days of the workshop, taking the opportunity to meet with SRSG Djinnit prior to attending. In addition to the training component, the workshop provided an opportunity to engage with PDAs on key issues pertaining to support by the Joint UNDP/DPA Programme, while also discussing regional trends pertaining to peace, security, and development.

The training is to be expanded to other regions in 2014, and may be complemented through the development of a handbook on the subject.

A regional workshop for PDAs also took place in the Europe/CIS region, held in Skopje, FYROM, in March 2013. The recommendations from both events served to inform discussions at the Global PDA Retreat.

From 11 to 14 November, 40 PDAs (including 20 funded through the Joint Programme), and a number of other colleagues from DPA, UNDP, other UN agencies (UNV, DOCO, UNICEF), donor representatives (Switzerland, UK, and Norway) and partners (Folke Bernadotte Academy), participated in the Third Global PDA Retreat in Casablanca, Morocco. The retreat provided an important opportunity to engage with PDAs on key substantive and operational issues, providing space to reflect on the Joint Programme's support and to identify areas that can be improved or further strengthened. With a number of PDAs having played an active role in the development and expansion of the UN's work in conflict prevention, the retreat allowed participants to 'take stock' of achievements, and chart a shared vision for the work of the Joint Programme, and indeed the UN system, for the years ahead. With the agenda largely shaped by PDAs themselves, who in turn facilitated the majority of discussions, the increased confidence and engagement of PDAs was evident.

The retreat provided participants with an opportunity to share experiences and lessons learned regarding key substantive issues pertaining to their work, including engagement with local peace committees, supporting the development of infrastructures for peace, while also reflecting on emerging trends and challenges. While recognizing the efforts that have been made at HQ to strengthen support to PDAs and more systematically address concerns, a number of additional recommendations were put forward. These are captured in the textbox on the following page, which builds on recommendations from previous retreats (including the Dakar and Skopje regional events).

In 2013, there has also been a concerted effort to systematically capture and disseminate good practices, lessons learned, and success stories pertaining to the work of PDA's and the engagement of the UN in complex political situations. Rising from a 'PDA exchange' between PDAs in Georgia and Kosovo, the Joint UNDP/DPA issued a publication that built on the PDAs comparative analysis of key challenges, opportunities, and lessons learned in planning and delivering UN assistance under conditions of contested sovereignty in Georgia and Kosovo. This marks the second lessons learned study disseminated under

the auspices of the Joint UNDP/DPA Programme, building on the study led by the PDA in Lesotho regarding the UN's support to the local-led mediation of the electoral dispute in 2012.

PDA commitments

- Increase sharing with other PDAs on a more regular basis, including through monthly 'global calls' on agreed upon themes.
- Engage more closely with UNDP and UNCT, including attending UNCT meetings providing regular presentation on conflict issues and working on a common country assessment conducted by the UNCT;
- Expand engagement with UNCT, donors, Civil Society Organizations (CSOs), think tanks, and other actors by using existing networks and relations developed by the UNCT through existing programmes.
- Focus on 'cross-fertilization', especially with other UNCT agencies, and explore innovative approaches, supporting UNDP and UNCT adapt and adopt new approaches;
- Find a balance between programming and political analysis/ engagement, expand the conversation with DPA on political analysis;

Headquarters commitments

- Identify existing HR mechanisms to facilitate greater mobility and career advancement: matching people, job opportunities, exploring options for lateral movements.
- JP to provide support to PDAs in a more structured way, exploring opportunities to establish mentoring system between PDAs, institutionalize 'shadowing' and PDA swaps, and strengthen the development of knowledge products about the work of PDAs;
- Engage PDAs more strategically and consistently in shaping the direction of the Joint UNDP/DPA Programme through establishing a small 'advisory committee' of PDAs to consult on a quarterly basis on key strategic issues;
- Institutionalize regular exchange with relevant UN agencies (UNICEF, PBSO, DOCO, UNV, etc), including on issues pertaining to the work of PDAs.

Recognizing the need to more broadly capture and catalogue the work of PDAs, UNDP commissioned the development of a Practice Note that profiles the work of PDAs, identifying areas of promising practice and the factors that are driving them. The note is part of a growing effort by UNDP and DPA to document, reflect upon, and share the work of PDAs – ultimately towards promoting better quality and coherence on these issues across the UN system and in support of national partners. The Practice Note begins by discussing the institutional context of PDA operation. It identifies and investigates a number of emerging areas of promising practice from PDA work globally, exploring both challenges and innovative practical responses, and general factors that are driving these. The Note also explores three case studies in greater depth, namely Ghana, Guyana, and Kyrgyzstan.

The Joint UNDP/DPA Programme has also begun publishing a regular, twice-a-year series entitled "Reflections", seeking to capture insights from Resident Coordinators with regard to their experiences in complex political situations. The first edition was published in February 2013, with the second edition finalized in September 2013. Many Resident Coordinators and others within the UN system shared positive feedback in response to the first edition, recognising its modest contribution to efforts to increase awareness about the types of roles Resident Coordinators can play in leading UN responses in supporting national stakeholders sustain peace and address conflict. There are a number of common themes across the reflections shared, and include:

- Recognizing that politics and development are intrinsically connected;
- Using development and humanitarian entry points to engage with national stakeholders;

- New and catalytic approaches are needed at the country level to address the drivers of conflict and violence;
- It is critical for the UN to remain neutral, open, and maintain core values;
- The UN should not 'impose' solutions;
- Resources within the UN system should be leveraged to provide consistent and complementary support; RC's need support to develop capacities to engage at a political level;
- There are tremendous opportunities for the UN system through the RC to support national stakeholders build consensus on how to address their challenges. These opportunities are often not recognized or exploited.

The 'Reflections' series is intended to portray the variety of country contexts in which the UN works and the types of situations that RCs and UNCTs are required to manage. In turn, they shed light on how support to RCs and UNCTs can be improved in order to adequately equip the UN to support countries address the emerging challenges of the 21st century, all of which require national capacities for dialogue, mediation, consensus building and the peaceful resolution of conflicts.

Induction/orientation programmes for incoming PDAs provide new PDAs with relevant information regarding the UN's conflict prevention architecture and the organization's efforts in the country of deployment, with a view to establishing direct contact between the incoming PDAs and their relevant counterparts at the UN headquarters. Typically held shortly after a PDA is deployed, orientations were conducted in November 2013 for recently deployed PDAs from Malawi, Tajikistan, and Sri Lanka, with other conflict prevention specialists deployed to Mali and South Sudan also participating. Orientations provide an occasion for PDAs to engage with their respective DPA and UNDP focal points, while also creating broader awareness about the roles of the respective agencies, funds, and programmes of the UN system, with a view to informing the PDAs about the types of support available, and the role of support staff through the Joint Programme, DPA, and UNDP, in linking PDAs to relevant resources. To this end, the orientations are designed to allow the PDA to begin their in-country deployment with an understanding of how UN resources at HQ can be drawn upon to position, support, and strengthen the UN's work in-country.

At HQ, UNDP and DPA colleagues involved in the Technical Committee of the Joint UNDP/DPA Programme hosted a series of 'information briefings' for relevant DPA and UNDP focal points. The briefings provided an overview of the Joint Programme's activities, reporting mechanisms, and governance structures, while offering staff the opportunity to ask questions and, importantly, build working level relationships across DPA and UNDP.

Chapter 4: Providing short-term support for conflict and political analysis through deployment of advisors in countries in crisis and political transitions

Throughout 2013, the Joint UNDP/DPA Programme was requested to rapidly deployment short-term support in an effort to allow the UN Country Team assess and respond to changing conditions in-country. Oftentimes, this support is done in coordination with UNDP's ExpRes Roster. In some cases, support has also been provided in an interim capacity to address the void left by a departing PDA or in the period leading up to a full-time deployment.

In late 2013, the PDA in FYROM was deployed on two short-term missions to **Libya** to support the Libyan National Dialogue. Working closely with the UN Department of Political Affairs' Standby Team of Mediation Experts, alongside national partners, the PDA supported the Preparatory Commission and Advisory Committee of the National Dialogue process at its launch in November, offering expert advice and examples of good practice in areas such as participation, decision-making, inclusivity, and communication. Together with a Standby Team member, the PDA returned in December to provide additional support to the Preparatory Commission and Committee Members by providing, among other areas of support, lessons learned in areas ranging from defining the size and scope of National Dialogue to developing engagement and outreach campaigns. These inputs have helped the National Dialogue members devise, launch and endorse a model and operating framework as they forge ahead with their work.

In efforts to promote a peaceful poll, a short-term PDA was deployed to **Madagascar** in late 2013 to support the UNCT's efforts. As part of this engagement, UNDP helped to establish a cell that monitored potential incidents from inside CENIT headquarters in the capital. The cell was staffed by representatives from the military, government and civil society organizations. Staff there collected telephone reports from 480 mediators who sent early warnings from across the country. A dedicated computer programme was created where all reports were filed directly from the district level. More than 140 incidents were registered but none of them disrupted the polls or led to any serious cases of violence. Six telephone lines were also made available for people to report any incidents from within their communities.

Following the violent dispersal of protestors in Kyiv, **Ukraine** at the end of November/early December 2013 and the ensuing political crisis, a PDA was deployed on a short-term mission to assist the UN Country Team to ensure business continuity in this volatile context and to assess possible entry points for further UN engagement. Despite initial signals suggesting that high-level UN mediation may be welcome, a context analysis conducted by the PDA shortly after his deployment determined that there were insufficient conditions for an effective UN intervention at this point in time, a conclusion that was validated by subsequent unsuccessful attempts by other key international actors to engage in political mediation. Instead, the PDA worked closely with the UNCT and a range of national civil society partners to identify how the UN could support processes for national dialogue and reconciliation by addressing core grievances behind the political manifestations (poverty, social injustice, inequitable development, etc).

These experiences demonstrate the inherent value of a rapid deployment capacity within the Joint UNDP/DPA Programme, where specific skills sets can be readily identified and applied at short notice in response to an emerging crisis or other priority needs within the UN system. Such a capability will be established for the Europe/CIS region in 2014. This experience may inform similar efforts elsewhere, dependent on the nature of DPA and UNDP collaboration in particular regions and the appetite to establish such capacities.

Monitoring and Evaluation

The Joint Programme is overseen jointly by UNDP and DPA. Day-to-day operations are supported by a Project Analyst (at P-2) level, who liaises closely with relevant UNDP and DPA focal points, additional support is provided by staff from the two entities. Guidance and oversight is provided by a Technical Committee, which meets on a monthly basis, and is co-chaired by the UNDP's Coordinator of Conflict Prevention and Recovery and the Special Assistant to the Office of the Assistant Secretary General II, in DPA. Meeting on a monthly basis, the Technical Committee reviews and agrees all documentation to be submitted to the

Steering Committee for approval and guidance. The Technical Committee is also responsible for developing Quarterly Reports that provide a snapshot of key operational and programmatic updates, which is shared across UNDP and DPA via the Steering Committee as well as with donor partners.

The Steering Committee of the Joint Programme is comprised of: the relevant “assistant secretaries’-general” from UNDP and DPA (co-chair); and the bureau directors in UNDP as well as the Assistant Secretary General for Africa, the Director of the Mediation Support Unit, and one regional director in DPA respectively. Meeting on a quarterly basis, the Steering Committee undertakes following tasks: i) review bilateral collaboration in areas of mutual interest and overlap, including the strategic direction of the Joint Programme; ii) provide oversight and ensure the effective management and implementation of the UNDP-DPA Joint Programme; iii) agree on countries that will receive assistance from the Joint Programme (new or extended), including the selection of PDAs by UNDP and DPA; iv) provide guidance on budget revisions, review and approve progress and annual reports; v) consider points of contention or dispute that might have arisen in areas of mutual interest or overlap, and to provide appropriate guidance; vi) to propose new strategic areas of collaboration or joint initiatives, as appropriate; and vii) keep the senior UNDP and DPA leadership regularly informed about the deliberations and decisions of the Steering Committee.

At country level, PDAs report on a bi-monthly basis to DPA and UNDP HQ who both monitor, and provide support as required to, the PDA. Country-level results, including those pertaining to the performance of a PDA, are monitored and assessed through the bi-monthly reporting, in addition to a comprehensive “360 degree” annual review that informs decisions regarding the renewal of a PDA’s contract.

Country-level results are monitored and assessed as per the monitoring systems employed by UNDP, including through reporting via UNDP’s Multi-Year Results Framework.

While the above measures ensure coherent oversight and monitoring, the need for an external evaluation of the Joint UNDP/DPA Programme is broadly recognized. To that end, and due to support extended through UK/DFID, an external review of the Joint UNDP/DPA Programme will take place in 2014. The evaluation will largely focus on the country-level support provided by PDAs and the results engendered through this support. The exercise also provides an important opportunity to place the Joint Programme in this broader context, reflecting on recent initiatives such as the ‘Rights Up Front Plan of Action’, the Policy Committee Decision on Special Circumstances in Non-Mission Settings, and the broader UN architecture on conflict prevention and peacebuilding.

Future Direction

The future presents both opportunities and challenges for the Joint UNDP/DPA Programme. The significant growth in the number of PDAs in recent years, coupled with strengthened collaboration between DPA and UNDP, provides a strong foundation from which to build. From 2014, more systematic partnerships with PBF will be sought to ensure complementarities and collaboration in countries of mutual-engagement, and partnership with UNV will facilitate the deployment of UNV/PDAs to support, and be mentored by, PDAs. An initiative to build the capacity of identified DPA and UNDP staff to serve as ‘interim PDAs’ will also be launched. These latter two initiatives aim to strengthen the ‘next generation’ of PDAs and broaden the capacity pool available to the Joint Programme to draw on for short-term deployments.


Of course, the work of the Joint UNDP/DPA Programme is not immune to the effects of UNDP’s Structural Plan and the reorganization it implies. While this may have short-term consequences for the manner in which PDAs are supported, it is likely to result in benefits in the medium to long run. A greater emphasis on regional engagement provides opportunities to strengthen the architecture of the Joint UNDP/DPA Programme’s support, potentially presenting opportunities to establish regional ‘PDA’ presences that can be mobilized quickly to support Resident Coordinators and UN Country Teams in countries where the entry points for a full-time deployment may not necessarily exist. An initiative to this affect in the Europe/CIS region will provide valuable insights into the value of this approach, and inform potential replication elsewhere. Already, the ‘types’

of PDAs deployed is expanding, with the PDA function specifically mandated in the Security Council Resolutions regarding the post-mission draw-downs in Timor-Leste and Sierra Leone, respectively. A regional PDA to support the Special Envoy on the Great Lakes will also be deployed in 2014, with linkages to five UN Country Teams and working directly with the Office of the Special Envoy. As the recognition and value of the PDA 'brand' continues to grow, opportunities for creative, innovative deployments will continue to be explored, as long as there is sound justification and potential for added-value.

Mobilizing sufficient resources to meet the growing demand for PDAs and other types of support remains a challenge. While the proportion of cost-sharing PDA positions, especially from the second year, has improved substantially following the revision and concerted application of Standard Operating Procedures, the fact remains that some UN Country Teams will struggle to raise the requisite funds, regardless of whether a pressing need for a PDA exists. This will continue to present challenges to the Joint UNDP/DPA Programme, and require close considerations of priorities concerning the consolidation of support in certain countries and the expansion to new countries of engagement. Recognizing the unique, and growing, contribution of the Joint UNDP/DPA Programme to the UN system, efforts to mobilize additional resources are critical. With a number of multi-year funding arrangements recently (or soon to be) finalized with key donors, additional efforts to attract new donors to support the Joint UNDP/DPA Programme will be required.

There are also opportunities to link the work of the Joint Programme to key initiatives across the UN system, and strengthen collaboration with other UN entities such as OHCHR and DOCO. The recently released 'Rights Up Front Action Plan' emphasizes the importance of the UN fulfilling the organization's mandate in upholding and protecting human rights. Ensuring the UN has access to the correct information of a particular context and makes use of such analysis to inform programmatic and development support is critical if the organization is to be flexible and effective and, importantly, in a position to respond to emerging issues that pose serious threats to international human rights. To this end, the capacity of PDAs in monitoring and providing technical and substantive analysis and guidance in support of Resident Coordinators and UN Country Teams is broadly recognized, with PDAs cited numerous times throughout the Action Plan. The 'Rights Up Front Action Plan' represents a valuable opportunity to strengthen UN-system wide collaboration on issues pertaining to conflict prevention, and coincides with the transition of the Framework Team. The early warning and horizon scanning function, which has been afforded primacy in the 'RUFAP' has been transferred to the RUFAP mechanism which the Executive Office of the Secretary General leads, demonstrating his personal interest to ensure formal accountability within the UN to respond to situations of significant concern. The Framework Team's function pertaining to knowledge development and information sharing, will now be implemented through the auspices of the UN Development Group (UNDG), which has responsibility for development programming at the country level. The Rights Up Front Action Plan also provides opportunities for the Joint UNDP/DPA Programme to collaborate with DOCO in their ongoing efforts to support Resident Coordinators and UN Country Teams. The continuation of the 'Montreux' series in 2014 will mark one contribution in this regard, building on the previous two workshops to bring Resident Coordinators and other senior UN leadership together to discuss ways the UN's work in complex political situations can be further strengthened and support to such endeavors enhanced.

In sum, 2013 has been a year of growth and consolidation for the Joint UNDP/DPA Programme. The year saw the highest ever number of PDA deployments, with no signs that demand is abating. Beyond PDA deployments, there is appetite from both UNDP and DPA to consolidate the architecture of support both in terms of the sustainability of the PDA cadre as well as other initiatives pertaining to conflict analysis and conflict risk tracking. A number of challenges have accompanied this growth, many of which have been addressed through the establishment of comprehensive Standard Operating Procedures, and facilitated by strengthening collaboration between UNDP and DPA, including through broader ownership of the partnership across both entities. As the world continues to change in 2014 and beyond, alongside the organizational structures within UNDP and DPA that try to address these changes, the Joint UNDP/DPA Programme is well-placed to continue to make a valuable contribution to the UN's efforts regarding the prevention of violent conflict.



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