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United Nations Development Programme

Joint UNDP-DPA Programme on Building National Capacities for Conflict Prevention

Annual Report 2014

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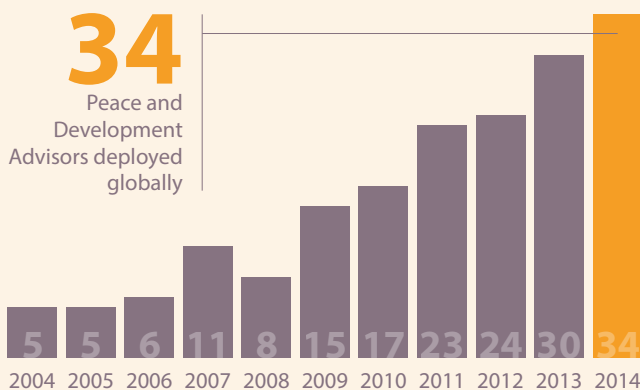


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1. INTRODUCTION



Support provided to over

40
countries

supporting peaceful elections and democratic transitions; dialogue, mediation, and peace processes



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 worldwide through the Joint UNDP-DPA Programme on Building National Capacities for Conflict Prevention (Joint UNDP-DPA Programme) since 2004. Over the past decade, support provided in the context of the Joint UNDP-DPA Programme has contributed to strengthening conflict prevention capacities at national and local levels on the one hand, and supporting national architectures for peace, mediation, and dialogue on the other. During that period, the programme has also contributed to mitigating tensions around elections and referenda in countries as diverse as Fiji, Georgia, Guinea-Bissau, Guyana, Ghana, Malawi, Kenya, Kyrgyzstan, and Togo.

This support is often provided through the deployment of Peace and Development Advisors (or PDAs), a growing cadre of UN staff who support Resident Coordinators (RCs) and UN Country Teams (UNCTs) to adapt and respond to complex political situations, and to develop and implement strategic conflict prevention initiatives and programmes. The deployment of PDAs represents perhaps the most visible element of the partnership, although it should be noted that the Joint UNDP-DPA Programme includes a wider range of activities.

OBJECTIVES

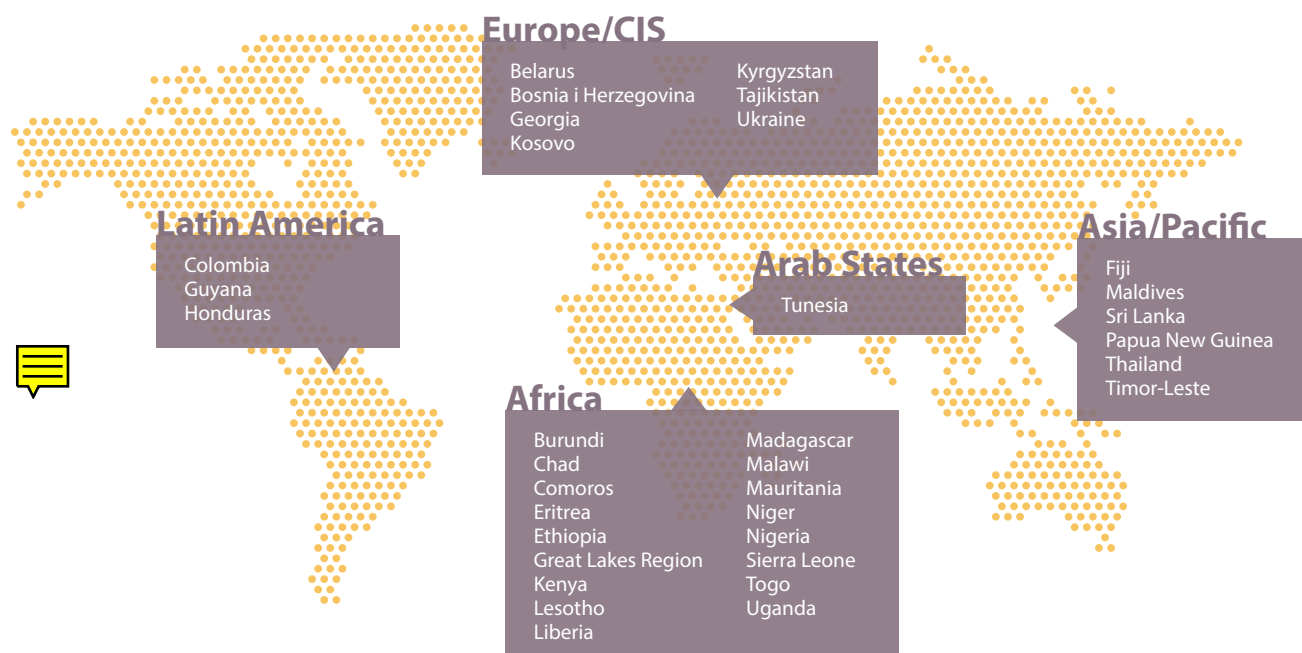
The primary objective of the Joint UNDP-DPA Programme is to build and consolidate national capacities, and to support wide-ranging initiatives for conflict prevention in conflict-affected, fragile countries, and/or countries undergoing political instability or undergoing difficult transitions. Building upon this primary objective, the secondary objectives of this programme revolve around three key areas, including:

- To enhance, strengthen, and support national capacities, initiatives and mechanisms on issues related to dialogue, mediation, and conflict resolution;
- To strengthen the capacity of RCs and UNCTs to engage in, and understand, complex political situations, including through conflict-sensitive development programming; and,
- To enhance the effectiveness and impact of UNDP and DPA collaboration at country level on conflict prevention, peacebuilding, and related areas, thereby contributing to efforts to overcome institutional “siloes” between development- and conflict-related programming in complex political contexts.

2. KEY PROGRAMME OUTPUTS

The support provided through the Joint UNDP-DPA Programme continued to expand throughout 2014. In terms of scope, for example, PDA's are deployed for a preliminary one-year engagement, which is then often extended, making the average PDA deployment between two to three years; some PDAs are deployed on a more ad hoc, short-term basis, to support facilitation efforts and conflict analysis exercises within a "rapid response" framework. In terms of the depth of their engagements, furthermore, PDAs have received increasing support from Headquarters and heightened levels of collaboration in the field, thereby enhancing the sustainability of their capacities and their ability to achieve results. Support has continued to focus on key outputs, which provide the structure of this report:

- **Output one:** Develop strategic conflict prevention initiatives at country level, including through the deployment of PDAs;
- **Output two:** Provide targeted assistance for specific conflict prevention and facilitation activities in countries where no UN political or peacekeeping mission is present;
- **Output three:** Support joint assessment, analysis, and knowledge development by DPA and UNDP, in the context of support for country-level initiatives - normally through the UNCT or RC's Office;
- **Output four:** Provide short-term support for conflict and political analysis through deployment of advisors in countries in crisis and political transitions.
- **Output five:** Improve the skills, capacities, and tools at the disposal of PDAs and other conflict prevention specialists, including through training, knowledge management, and engagement with RCs and UNCTs in complex political situations.



2.1

OUTPUT ONE:

DEVELOP STRATEGIC CONFLICT PREVENTION INITIATIVES AT COUNTRY LEVEL, INCLUDING THROUGH THE DEPLOYMENT OF PDAs.

OVERVIEW

The deployment of PDAs is often the most visible form of support provided through the Joint UNDP-DPA Programme. PDAs are a growing cadre of UN staff who support RCs and UNCTs to adapt their programming in complex political situations, and to develop and implement strategic conflict prevention initiatives, in close consultation and coordination with DPA and UNDP.

PDAs wear two “hats”: first, PDAs focus on the strategic design and effective implementation of conflict prevention initiatives involving national counterparts from government and civil society; and, second, they also support RCs and UNCTs through political and conflict analysis and assistance with conflict-sensitive programming. There were 34 PDAs deployed at the end of 2014, with the largest regional concentrations in Africa and Europe/Commonwealth of Independent States (CIS). The Joint UNDP-DPA Programme also allowed for the expansion of the number of PDAs to be deployed in the Asia-Pacific region, and preparations for PDA deployments to the region have been underway since early 2015.

As the below examples demonstrate, the partnership between UNDP and DPA takes diverse forms and has diverse purposes. For example, while the collaboration between UNDP and DPA in mission contexts typically takes place outside the auspices of the Joint UNDP-DPA Programme, there is a growing recognition of the opportunities to use the programme to strengthen support provided to the UNCT in instances of mission drawdown; in this spirit, PDAs were deployed to both Sierra Leone and Timor-Leste as part of the UN’s transition in 2014.

Similarly, there are increasing opportunities for the Joint UNDP-DPA Programme to further peacebuilding goals, often with the support of the UN Peacebuilding Fund (PBF). These opportunities should be explored as much as possible in light of the 2013 UNDP External Review which found that PDA involvement in conflict analysis and subsequent design of PBF-funded programming leads to more effective and impactful results¹. When collaboration between the Joint UNDP-DPA Programme and PBF is coordinated effectively, it can prove to be catalytic for both conflict prevention and peacebuilding-related results.

In other contexts, as will become evident from the below examples, the Joint UNDP-DPA Programme has enabled the UNCT to bring together national and international partners to engage in joint or shared conflict analysis. From 2014 onwards, for example, the Joint UNDP-DPA Programme offered all newly deployed PDAs additional financial and technical support to undertake conflict analysis exercises, with a view to enhancing this aspect of the PDA’s function and his/her relationships vis-a-vis UNCT agencies and national partners.

EXAMPLES OF COUNTRY-LEVEL ENGAGEMENTS

- In **Malawi**, the Joint UNDP-DPA Programme provided technical support to the Public Affairs Committee (PAC) - a civil society, interfaith organization - in its capacity as an ‘insider mediator’ in the context of the country’s May 2014 tripartite elections. The PDA, who was deployed in-country since April 2013, complemented and worked alongside members of DPA’s Standby Team of Mediation Experts and UNDP. Whilst campaigning in Malawi’s May 2014 tripartite elections was seen as less contentious than in previous years, the high levels of tensions and violence in the weeks before and after the election made it the most fraught in the nation’s history. Following the announcement of official presidential election results and the swearing-in ceremony, however, there was relative calm

¹ Tarj, Kristoffer, ‘Review of UNDP Implementation of PBF Projects’, 2013, p. 18

throughout the country. This can be attributed, in part, to the consciously planned peace initiatives, the mobilization of a critical mass of ‘peace voices’ across all sectors of Malawian society, and the PDA-supported process to build the capacity of the PAC. These efforts resulted in the signing of the ‘Lilongwe Peace Declaration’ in May by all twelve Presidential candidates at a National Day of Prayers facilitated by the PAC, which served as an effective intermediary between the Presidential candidates, and was able to call upon supporters to remain calm. The PAC also maintained a channel of communication between the candidates and the Malawi Electoral Commission, thereby reducing tensions. The Lilongwe Peace Declaration became a point of reference for the AU and other international and local leaders and observers during the tense days in the aftermath of voting. Another important development supported by the PDA was the establishment of the PAC’s ‘Panel of Mediators’. Both UNDP and DPA advocated for greater gender balance in the Panel of Mediators; these efforts resulted in a panel with five out of fifteen women, and two out of five core mediators. Overall, the engagement served to strengthen national capacities to prevent, manage and resolve conflict.

- In **Guyana**, following the political impasse resulting from a minority Government, the Joint UNDP-DPA Programme offered support to the UNCT to cultivate entry-points for inter-party dialogue. The provision of technical expertise by UNDP and DPA at key moments, in addition to the deployment of a PDA on a long-term basis, enabled the UN to provide significant support to Parliament, which remained one of the few avenues for promoting inter-party dialogue and strengthening collaborative capacities. Engaging with the Executive Branch of Government also proved critical, demonstrating a balanced approach and thereby ensuring that dialogue efforts enjoyed the support of the Executive. Given Guyana’s entrenched political polarization and ethnic divisions, these efforts did not yield progress as quickly as could have been expected and, as 2014 progressed, it became clear that new elections were inevitable. Nevertheless, the

‘INSIDER MEDIATORS’:

As defined in the EU-UN Guidance Note on ‘Supporting Insider Mediation’, insider mediators are the “individual(s), groups, entities, or institutions possessing high levels of legitimacy and trust with the individuals and institutions involved in a specific conflict setting by virtue of their relationships and reputation with the parties and who/ which possess unique ability to directly and indirectly influence the conflict parties’ behaviour and thinking”².

UN’s engagement in Guyana helped demonstrate the breadth of support available to national counterparts through the Joint UNDP-DPA Programme. At the end of the year, the President called for early elections to be held in May 2015. Looking beyond the elections, the entry-points built across the political divide proved critical in shaping the engagement the post-election period.

- In 2014, the Joint UNDP-DPA Programme’s decade-long engagement in **Ghana** continued, with a focus on providing on-going support to strengthen the country’s infrastructure for peace. Over the past year, the PDA’s work has involved supporting the National Peace Council (NPC) to implement their five-year strategic plan. The PDA supported efforts to increase the capacity of staff and members of the NPC Board members in practical conflict mediation, dialogue and negotiations skills with a view to preparing the NPC to better address ongoing and potential conflicts. With financial and technical support from UNDP, roadmaps were developed for engaging with key actors to help ensure a peaceful outcome of the 2012 presidential election petition at the Supreme Court of Ghana, and to assist with a number of local conflicts. These efforts were complemented by activities led by the NPC to commission a conflict mapping research project for Ghana, conducted by the University

² European Union-United Nations, ‘Supporting Insider Mediation: Strengthening Resilience to Conflict and Turbulence’, 2014, p. 9

PDA SUPPORT TO NATION STAKEHOLDERS ON PEACEKEEPING OPERATIONS:

During the conflict in BiH in the 1990s the country hosted a UN peacekeeping operation that faced a number of challenges and setbacks, which tested the limits of this vital UN instrument. Lessons from BiH have since led to the review, evolution and refinement of UN peacekeeping over the past twenty years. The PDA is working with local authorities to increase its police and military contributions to UN peacekeeping. Through a series of workshops and regional conferences the PDA is working with key institutions to inform decision-makers of the opportunities and challenges that increased BiH contributions to UN peacekeeping operations entail, with a view to foster a constructive policy debate on the subject that will lead to increased contributions of personnel and niche capacities. In 2015, the goal is to have BiH, which will host the next regional conference on UN peacekeeping in June in Sarajevo, to announce concrete commitments. As a European Troop Contributing Country, enhancing BiH's contribution to UN peacekeeping will also contribute to peace and reconciliation in the country because it will strengthen the professionalism and capacity of the Armed Forces of BiH, which is one of the only truly multi-ethnic institutions in the country. There will be benefits for UN peacekeeping as well through niche abilities, such as de-mining, engineering and specialized rule of law capabilities (such as forensics). Finally, as a multi-ethnic, multi-confessional (Christian and Muslim) country, BiH's presence in UN PKOs will provide an important symbol of reconciliation in other contexts.

of Cape Coast. The conflict mapping identified 25 conflict hotspots in Ghana's northern region and provided a very insightful context analysis and recommendations for both the State and non-State actors to help alleviate and/or address the conflict. These exercises will help inform the work of both the NPC and the local peace committees, while also guiding the UN's support to these efforts.

- In **Nigeria**, in the context of a tense electoral process, the PDA worked closely with Mohamed Ibn Chambas, Special Representative of the Secretary-General (SRSG) and Head of the United Nations Office for West Africa (UNOWA), to complement DPA's political engagement with technical support from UNDP. This included organizing stakeholders' dialogue sessions for peaceful elections in four geo-political zones in the country, and capacity-building to national entities to mitigate electoral-related violence. The PDA supported the process, which led to an agreement signed by political leaders whereby they pledged non-violence and non-incitement to violence (known as the Abuja Accord). The PDA also worked closely with DPA to support the establishment of the National Peace Committee (NPC), responsible for monitoring the implementation of the Abuja Accord. UNDP provided technical capacity to ensure that the NPC could function throughout most of Nigeria's 36 states and mobilized religious and traditional leaders to support the implementation of the Accord. DPA, through SRSG Chambas, engaged with different political, religious, and civil society leaders. In response to the potential for violence if the candidates did not accept the results of the elections, SRSG Chambas helped facilitate a meeting between the two main presidential candidates, which resulted in a renewed agreement to "respect the outcome of free, fair and credible elections". Lastly, UNDP helped ensure the dissemination of the Accord, and reinforced the capacity of the NPC.
- In **Bosnia and Herzegovina (BiH)** the PDA led the UNCT's programmatic response to an

appeal made by the Presidency of Bosnia and Herzegovina (BiH) in 2011 for UN assistance on peace and dialogue processes. Recognizing the importance of community-level dialogue processes, the initiative is designed to strengthen grassroots initiatives by vertically linking them to national-level processes, in order to enhance effectiveness and give them greater visibility. This platform will also be used to ensure UNCT programmes are conflict-sensitive in areas such as protracted displacement, human security, and local development. Following approval by the Peacebuilding Fund (PBF) in October 2013, implementation of the \$2 million project began in July 2014. Based on joint recommendations by the Tripartite Presidency, a number of activities were agreed upon in Spring 2015, focused on creating space for dialogue and promoting coexistence, trust and diversity – with strong youth participation. This Dialogue Platform will serve as a catalyst for further peacebuilding initiatives under the umbrella of the Presidency. Furthermore, the PDA engaged in efforts to strengthen capacities for constitutional reform within BiH. Lastly, agreement has been reached with the EU on the provision of support for the PDA capacity and projects in BiH for the next three years under the joint UN-EU project “Building and consolidating national capacities for conflict prevention.”

- In **Tajikistan** and **Kyrgyzstan**, efforts conducted under the Joint UNDP-DPA Programme have been complemented by PBF support via UNCTs in both countries, facilitated by the respective PDAs. In a novel initiative that may serve to inform cross-border peacebuilding in other regions, the project focuses on enhancing cross-border cooperation along the Kyrgyz-Tajik border to reduce the risk of violent conflict, including through integrating conflict monitoring, dialogue, and trust-building measures at the community level. The project also involves strengthening the capacity of both UNCTs to monitor and identify potential conflicts. Interventions are based on close consultations with communities and local authorities in

Tajikistan and Kyrgyzstan. Support to cross-border working groups has been especially crucial in 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 interactions. With the support of PDAs in both countries, and in close collaboration with the UN Regional Centre for Preventive Diplomacy for Central Asia (UNRCCA), UNDP facilitated a five-year cooperation agreement between these provincial authorities that will provide a framework in which the cross-border working groups can continue to address local tensions. In addition to these border efforts, the PDA in Tajikistan is leading efforts to identify and track local development indicators, including access to natural resources, education enrolment and literacy rates, to serve as a proxy for an early-warning mechanism and to better understand conflict trends. With the initiative set to continue in 2015, the experience is on track to offer valuable insights for other country contexts where similar initiatives could be undertaken.

- In 2014, support provided through the Joint UNDP-DPA Programme in **Sri Lanka** allowed the UN to navigate the complex political situation and advance opportunities for dialogue and reconciliation. In August 2013, the PDA led an initiative to conduct a survey that identified conflict triggers and highlighted the shifting conflict dynamics within the country. Completed in early 2014, the survey findings helped inform a strategic conflict assessment based on UNDP’s Conflict-related Development Analysis (CDA) methodology, undertaken in close collaboration with UNDP and DPA. With analysis indicating a rise in religious tensions, the RC Office held a series of dialogues with religious leaders; these dialogues provided an opportunity to engage with influential religious and community leaders to build consensus and strengthen their role as peacemakers to help mediate and negotiate differences within their respective communities. The engagement was

supported by DPA through the deployment of a Standby Team Mediation expert.

- Through the Joint UNDP-DPA Programme, a PDA in **Kosovo** (referred to in the context of UN Security Council Resolution 1244) has been deployed since June 2012. The Common Voice Conflict Prevention and Community Advocacy platform (“Common Voice”) was initiated by the PDA in late 2013, with extra-budgetary funding provided through DPA. The platform brings together community leaders, who refer to themselves as “real people”, to challenge “business as usual” initiatives that have focused predominantly on Governmental partners and civil society organizations. Participants in the Common Voice platform span societal divides in Kosovo: ethnicity; language; gender; faith and the increasingly apparent generational divide. The group includes Albanians, Roma-Ashkali, Serbs and Turks, representatives from Islamic and Christian institutions, women leaders, commercial-sector entrepreneurs and youth activists. Since the start-up of activities in January 2014, the Common Voice platform has provided a mechanism to articulate community level opinions and concerns on contemporary issues, and served as an “engine” to develop and implement small-scale projects that bridge Kosovo’s societal divides to promote confidence and trust. The Common Voice platform recently succeeded in securing financial resources to implement its first project, bringing together Yugoslav-era musicians from four of Kosovo’s ethnic communities to produce a video documentary that promotes unity through shared culture. The Common Voice platform will continue through 2015, with diversification of donor support to ensure sustainability.
- In the context of the ongoing conflict in **Ukraine**, the Joint UNDP-DPA Programme has helped position the UN to respond to the immediate needs of affected populations. Ukraine faces a multitude of political, security, social and economic challenges that continue to threaten the country’s fragile development

trajectory. Following political upheaval in 2014, including mass protests and large-scale violence, which culminated in early presidential and parliamentary elections and the formation of a new Government, many of these risks have become significantly more pressing. Socio-economic challenges, which make Ukrainians particularly vulnerable to external shocks combined with longer-term challenges related to the conditionality of external financing arrangements have compounded the nature of the political crisis. The Organization has extensive on-the-ground presence across the country, allowing it to combine national, regional and community-based approaches to development. The continuation of this work, in light of the country’s dynamic and tense situation, needs to be based on careful analysis and an understanding of the country context. The PDA has played an important role in supporting the RC and UNCT to navigate political complexities at all levels through constant analysis and effective relationship-building with partners, coordinating closely with DPA staff deployed to Ukraine to collectively support the Secretary-General’s “good offices” role in-country.

- In **Georgia**, the Joint UNDP-DPA Programme has supported efforts to ensure coordinated and coherent engagements by the international community, including in the two areas of protracted conflicts: Abkhazia and South Ossetia. Renewed conflict - in Abkhazia in May 1998 and in South Ossetia in August 2008 - caused significant destruction and displacement, and contributed to high levels of poverty and under-development. International engagements in these areas have been constrained, especially with regards to South Ossetia. The UN, through UNDP, UNICEF, UNCHR and a handful of other agencies, together with ICRC are among a handful of international actors able to operate in Abkhazia, which places the UN in a pivotal position with regards to with the most urgent post-conflict challenges and recovery efforts. 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 informed coordinated responses and activities, including joint messaging and positioning, and joint programmatic engagements that respond to evolving political and conflict dynamics. The broadly agreed strategy focuses on three specific issues: i) Supporting a more constructive and pragmatic approach, focused on encouraging

dialogue among the various parties to the conflict; ii) Improving the modalities for engagement in Abkhazia and South Ossetia; and, iii) Strengthening 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.

MALAWI: WOMEN’S PARTICIPATION IN THE PAC’S HIGH-LEVEL MEDIATION PANEL

“Finally a new Government has been sworn in and things ‘appear’ to be coming back to normal. This was my first public mediation endeavour at such a high level, and I am grateful for the experience. Criss-crossing the two cities of Blantyre and Lilongwe, late nights, early mornings etc. took its toll on me, but when you consider the peace that is prevalent now, then you have every reason to thank God that He used you as a vessel. Thank you for your training, and the invaluable tips and insights.”

Pastor (Mrs.) Towera Masiku in an email to the Malawi PDA dated 6 June 2014.

She is one of two women on PAC’s 6-member high-level Mediation Panel in Malawi)

The Public Affairs Committee (PAC) is a highly credible interfaith group created in 1992. Following a mapping exercise and stakeholder consultations, UNDP Malawi identified PAC as the organization to support election-related peacebuilding and conflict prevention prior to the 2014 elections.

In a PAC strategy workshop, facilitated by experts from DPA’s

Mediation Support Unit and UNDP’s former Bureau for Crisis Prevention and Recovery (BCPR), PAC members acknowledged that, while women did not serve as clergy in Malawi’s major denominations and as a result were neither visible nor active in previous PAC-facilitated dialogues and advocacy campaigns, they were active in faith-based organizations and capable of playing significant roles in mobilizing other women for initiatives towards peace, as well as greater participation in governance. Drawing upon a similar initiative developed by the Inter-Religious Council of Uganda, PAC agreed to foster a “women in faith” peace network that would play critical and visible roles in advancing its various public dialogue and advocacy initiatives.

UNDP Malawi worked in collaboration with UN-Women to identify and train 30 women in peacebuilding and mediation skills for the “women in faith” peace network. Five of the trained women were selected to join ten PAC top clergy to form the PAC Panel of Mediators. Following an intensive mediation training programme supported by the UN, two of the women were selected

to be part of a 6-member core mediation team that engaged presidential candidates prior to and after the elections.

The efforts of PAC’s mediation team resulted in the Lilongwe Peace Declaration, signed by all 12 Presidential candidates, which contributed immensely to peaceful 2014 elections in Malawi. The involvement of women at this level of was a major achievement for the UN in Malawi as, prior to 2014, women were never involved in direct mediation at the national level.

In March 2015, Mrs. Caroline Bwanali-Mussa, one of the two women mediators, was appointed by the Government of Malawi as Malawi’s Ambassador to Egypt. Mrs. Bwanali attributes her appointment partly to the visibility and confidence she gained from the-then Presidential candidates during the dialogue, ‘shuttle diplomacy’ and mediation processes. The ‘women in faith’ network is being expanded this year (2015) into a ‘Malawi Women in Peacebuilding’ network.

2.2

OUTPUT TWO:

PROVIDE TARGETED ASSISTANCE FOR SPECIFIC CONFLICT PREVENTION AND FACILITATION ACTIVITIES IN COUNTRIES WHERE NO UN POLITICAL OR PEACEKEEPING MISSION IS PRESENT.

Recognizing the need to provide targeted external support and accompaniment to UNCT partners and national stakeholders during key milestones (such as elections or national dialogue processes, for example), the Joint UNDP-DPA Programme provided targeted assistance for specific conflict prevention and facilitation activities in four countries throughout 2014. In some cases, this support represented a stand-alone engagement on the part of the Joint UNDP-DPA Programme, whilst in other settings the external support served to complement the UN's in-country capacities, including PDA deployments.

- In **Fiji**, where the incumbent PDA deployed in September, the Joint UNDP-DPA Programme undertook a mission in June to support the RC and UNCT to undertake a scenario-planning exercise and to explore opportunities for dialogue between the Government and the opposition, community leaders, women's groups and civil society actors in the run up to September's general elections. When the Roundtable process for dialogue was cancelled, the mission sought to assess the validity of other entry-points for dialogue, including through
- In **Comoros**, the incumbent PDA deployed in May has been working closely with the Government to plan a national consultative workshop to contribute to the identification of a shared vision for durable peace in the archipelago. Within the framework of the PBF programme, the PDA also supported the drafting of a Security and Defense Strategic Document for Comoros, presented to President Ikililou Dhoinine in January 2015 by the Minister of Defence and the Minister of Interior.

the facilitation of a platform comprised of key individuals outside of the formal political space. A group of prominent civil society leaders, intellectuals, and individuals from the Office of the Attorney-General were convened at the RC's residence to discuss options for continuing dialogue in advance of the elections, with a view to using the platform to re-launch the multi-sector dialogue following the polls. A number of recommendations were produced following the mission, including: possible coordination of electoral assistance and support to the RC in this regard; sustained engagement and support to the informal dialogue platform in the run up to elections; and, linking up with local peacebuilding capacities through UNDP programming to address possible tensions and to promote peace. The UN-supported dialogue contributed to a less polarized pre-election environment, with the elections subsequently being assessed as credible by international observers. These dialogues formed the basis for the UN's subsequent initiatives to expand the dialogues to include newly elected parliamentarians.

2.3

OUTPUT THREE:

SUPPORT JOINT ASSESSMENT, ANALYSIS, AND KNOWLEDGE DEVELOPMENT BY DPA AND UNDP, IN THE CONTEXT OF SUPPORT FOR COUNTRY-LEVEL INITIATIVES - NORMALLY THROUGH THE UNCT OR RC'S OFFICE.

In 2014, the Joint UNDP-DPA Programme supported joint assessment and analysis in ten countries. In some cases, these engagements sought to identify entry-points to inform further Joint UNDP-DPA Programme initiatives, including the deployment of short-term capacities or PDA deployments. In other instances, the support involved facilitation and provision of technical inputs for UNCT-led conflict analysis exercises.

- Following recommendations from the Technical Committee of the Joint UNDP-DPA Programme to undertake a joint mission to **Ethiopia** to assess entry-points for deploying a PDA, the assessment was included as part of an Electoral Needs Assessment Mission between DPA and UNDP, which took place in May 2014. The mission found that UN assistance may be necessary for the prevention and resolution of potential

conflicts; it was agreed that engagements would therefore need to focus on strengthening the capacities of the UNCT, including the RC's Office, and those of national institutions and civil society organizations involved in conflict prevention and resolution activities. To that end, the mission recommended the deployment of the PDA, to be deployed at the beginning of 2015. The deployment will support UNDP's engagement with the Government of Ethiopia to further collaboration with stakeholders on emerging areas in conflict prevention and peacebuilding.

- In **Honduras**, multiple challenges have affected governance and citizen security. Civil society is fragmented and organized crime undermines the rule of law, negatively impacting upon the lives and livelihoods of populations across the country. Noting the challenges posed for the UNCT in such a context, the Joint UNDP-DPA Programme supported the UNCT to undertake a conflict analysis; coordinated by the PDA, and drawing upon the technical expertise of both UNDP and DPA counterparts at Headquarters, the analysis sought to strengthen the UNCT's common understanding of the country dynamics and opportunities for engaging and supporting conflict-resolution and good governance. The analysis also led to UNCT efforts to design conflict-sensitive programming and the reformulation of the UNDAF.

2.4

OUTPUT FOUR:

PROVIDE SHORT-TERM SUPPORT FOR CONFLICT AND POLITICAL ANALYSIS THROUGH DEPLOYMENT OF ADVISORS IN COUNTRIES IN CRISIS AND POLITICAL TRANSITIONS.

Drawing upon the expertise available in rapid-deployment rosters managed by UNDP and DPA, respectively, as well as DPA's Standby Team of Mediation Experts, the Joint UNDP-DPA Programme provided short-term support to eight countries in 2014, including: Belarus, Ethiopia, Fiji, Malawi, Philippines, Sri Lanka, Tajikistan, and Ukraine.

- Short-term PDAs were deployed to **Belarus** and **Ukraine** in early 2014, and longer-term PDAs arrived in both countries in the middle of the year. In **Belarus**, the short-term deployment led a UNCT analysis exercise, which in turn informed the scope of the UNDAF and helped identify a number of entry-points for the full-time PDA's work once deployed. In early 2014, and in light of the escalating crisis in **Ukraine**, a short-term PDA was deployed to support the RC and UNCT to analyse and adapt to the rapidly changing dynamics, and to support the development of a package that would enable the UNCT to develop conflict-sensitive programming to address the emerging issues.

2.5

OUTPUT FIVE:

IMPROVE THE SKILLS, CAPACITIES, AND TOOLS AT THE DISPOSAL OF PDAS AND OTHER CONFLICT PREVENTION SPECIALISTS, INCLUDING THROUGH TRAINING, KNOWLEDGE MANAGEMENT, AND ENGAGEMENT WITH RCS AND UNCTS IN COMPLEX POLITICAL SITUATIONS.

This output area captures a growing range of activities and partnerships where the Joint UNDP-DPA Programme is involved in supporting and strengthening the PDA community of practice, and leveraging the comparative advantages of both UNDP and DPA to advance UN system coherence and coordination on issues pertaining to conflict prevention, peacebuilding, and the UN's engagement in complex political situations.

- **'Montreux III' Workshop**

The 'Montreux' workshops offer a bi-annual forum for RCs and other senior UN officials to identify ways of strengthening support to UNCTs in complex political situations. In April 2014, 30 RCs and UN representatives from DPA, OCHA, PBF, UNDP and other parts of the UN System participated in the third iteration of the workshop series. Key donors, including Switzerland, the UK, EU and Norway were also present. These partners demonstrated keen interest throughout the retreat, and clearly valued the opportunity to engage in the forum, gaining a first-hand insight into the work of the UN in complex political situations, and sharing their views on key priority areas. To that end, partners demonstrated renewed support for the UN's work in conflict prevention and peacebuilding initiatives and all efforts to strengthen the capacities of national actors.

The retreat provided an opportunity to engage in substantive discussions regarding the role of the UN, led by RCs, in engaging and facilitating dialogue between national partners and supporting national

capacities for conflict prevention. The reformulation and re-launch of the Joint UNDP-DPA Programme over the past three years was seen by many to underpin these efforts. In continuing to broaden the range of UN partners and donors involved, the Joint UNDP-DPA Programme has grown dramatically. The donors who participated all pointed to the Joint Programme as a driver of change in the UN's "modus operandi".

RCs emphasized the need to strengthen the capacity and willingness of the UN system to support and encourage RCs and UNCTs to pursue strategic and calculated risks. The value of support to conflict analysis exercises and conflict prevention activities was reiterated on numerous occasions throughout the retreat. In particular, the important role of PDAs was flagged throughout, with RCs especially underscoring the need to institutionalize such profiles as part of the staffing categories in the Organization. With a range of country contexts represented, participants emphasized that the types of support provided by PDAs do not solely pertain to so-called 'fragile' or 'complex political situations', but are rather increasingly required to help the UN position itself and to develop support based on an in-depth understanding of the political and conflict-related dynamics in a wide variety of country contexts. A number of measures to institutionalize the PDA function were identified, and are set to be further explored in 2015.

- **Strengthening linkages to the Secretary-General's Human Rights up-Front Action (HRuF) Action Plan**

A number of initiatives were designed in 2014 to strengthen linkages between the Joint UNDP-DPA Programme and the Secretary-General's Human Rights up Front (HRuF) Action Plan. A central part of this process is to ensure that RCs and UNCTs receive the support they need to respond to the risks identified. Specifically, the HRuF Action Plan outlines four areas of possible support:

- Deployment of human rights advisors and PDAs;
- Deployment of 'light' models of UN advisors, combining political and human rights expertise;

- Stand-by surge capacity to provide RCs and UNCTs with short-term support staff in a timely manner; and,
- Support needs in the areas of strategic planning, analysis, reporting, coordination, strategic communication, advocacy and information management.

The Secretariat of the Joint UNDP-DPA Programme took part in a workshop held by the HRuF Action Plan subgroup in November 2014 on comparative lessons learned in the context of short-term deployments and capacity support mechanisms, especially relevant to agility/interoperability; information-sharing; and, funding. Following the workshop, there was commitment from all subgroup participants to articulate a common narrative regarding the complementarities and comparative advantages of the various mechanisms (the Joint UNDP/DPA Programme, UNDP's ExpRes Roster, OHCHR's Rapid Response, Human Rights Advisor deployments, etc.) and the linkages to HRuF Action Plan.

• **Partnerships**

Recognizing the importance of leveraging the capacities and comparative advantages across the UN system, the Joint UNDP-DPA Programme continues to develop and pursue strategic partnerships. In noting the number of countries where PDAs are deployed and where the PBF is active, UNDP, DPA, and PBF have agreed to share the costs of PDA deployments in countries of mutual interest. In such instances, the PDA will provide strategic and technical support to the PBF-related activities, while maintaining the dual role and engagement in support of the RC and UNCT. Emphasis has been placed on the need to avoid situations where PDAs become too heavily involved in the programme management of PBF activities, with all parties noting that this detracts from the added-value of the PDA role. Countries where PDA positions are currently cost-shared include Burundi, Comoros, and Papua New Guinea, with possible future opportunities to partner in Niger, and Kyrgyzstan, and Sierra Leone.

The Joint UNDP-DPA Programme is also working with UN Volunteers (UNV) to deploy national UNVs to work closely with PDAs. This partnership is intended to support national capacity development, with the international PDA acting as a mentor on technical and strategic skills regarding conflict prevention and peacebuilding. This is expected to strengthen the efficacy of the UN's engagement through the transfer of local knowledge and engagement through local networks. Two national UNV/PDAs were deployed in 2014 to Sierra Leone and Bosnia and Herzegovina, respectively. Additional UNV/PDAs are to be deployed in 2015.

In an effort to better link the human rights and conflict prevention communities of practice within the UN system, the Joint UNDP-DPA Programme participated in a series of initiatives together with the DOCO, and OHCHR. The most notable of these was a dialogue workshop event held in February in Caux, Switzerland, which involved PDAs and Human Rights Advisors from across Europe/CIS to share experiences and to reflect on practical opportunities for better linking the two areas of work. The initiative also serves to inform other opportunities for closer collaboration between OHCHR and the Joint UNDP-DPA Programme, particularly in light of the HRuF Action Plan.

Recognizing the need to provide more systematic capacity-building and training support to PDAs, and building on the success of the Dakar workshop held last year together with Sweden's Folke Bernadotte Academy (FBA) and the Crisis Management Initiative (CMI), the Joint UNDP-DPA Programme is working with FBA to develop a series of training modules on key areas relevant to PDAs once deployed. Each training programme will be tailored to the specific needs of the PDA, based on an assessment of their individual and professional capacities, TORs, and country contexts. Key modules are expected to address: conflict analysis and conflict-sensitive programme design; gender-sensitivity and conflict prevention; mediation, dialogue, and facilitation; as well as natural resources, land, and management. In developing the modules, resources developed by UNDP, DPA, FBA, and other partners will ensure that good practices and state-of-the-art knowledge

is shared and integrated into the programme design. The modules will be developed and finalized towards the end of this year, with the first PDA training set to take place in early 2015.

- **Support to PDAs**

Building on the recommendations following the 2013 Global PDA Retreat, the Joint UNDP-DPA Programme introduced a number of measures to strengthen support to newly deployed PDAs, including through funding support for PDAs engaged in conflict analysis exercises and how to ensure the experience of more senior PDAs is made available to new or less experienced PDAs. From early 2014, newly deployed PDAs were offered \$50,000 to undertake a conflict analysis exercise with the UNCT, in select countries as appropriate. This support was intended to, firstly, serve as an introduction to the PDA function for the UNCT, and, secondly, to generate entry-points for the PDA's support to UNCT agencies based on a thorough understanding of the country context and how the UN can adjust or develop programming in a manner that advances conflict-sensitive development programming. To date, the PDA in Honduras, for example, has received support through the Joint UNDP-DPA Programme to complete a conflict analysis exercise; financial support has been matched with technical expertise and accompaniment from both UNDP and DPA.

In an effort to increase greater collaboration and peer-to-peer learning amongst PDAs, particularly those in neighbouring countries or those in the same geographical region, a process of 'shadowing' has been established as a core part of a PDA's orientation. This involves a short, one-week mission to a neighbouring PDA, where the incumbent 'shadows' the more experienced counterpart in their daily work, during their meetings with national partners, and in their interactions with the RC and in terms of engagements with the UNCT. To date, 'shadowing' missions have been completed involving a visit of the PDA in Honduras to Guyana, and a visit of the PDA in Sierra Leone to Ghana.

Two PDA orientations were conducted in May and October 2014, involving a total of six PDAs and three other conflict prevention specialists. The orientations involved a series of tailored discussions with relevant UN agency country focal points, as well as a number of thematic sessions on key areas pertaining to the work of PDAs. These included sessions on conflict analysis; human rights and conflict prevention (organized with DOCO and OHCHR); and gender and conflict prevention (organized with DPA, UNDP, and UN-Women).

- **PDA Advisory Group**

The PDA Advisory Group was established in early 2014 in response to recommendations emanating from the 2013 Global PDA Retreat. The PDA Advisory Group consists of five PDAs designated by the Technical Committee with due consideration given to the range of experiences of selected PDAs, gender balance, and regional representation. The PDA Advisory Group is consulted on key issues pertaining to the management and activities of the Joint UNDP-DPA Programme. The aims and objectives of the PDA Advisory Group include:

- To provide guidance and recommendations to the Technical Committee concerning operational and programmatic challenges faced by PDAs in a manner that facilitates continuous communication and feedback between PDA retreats and RC Montreux meetings, identifying issues not necessarily captured in bi-monthly PDA reports;
- To serve as a sounding board or "reality check" for planned DPA and UNDP activities or responses, including recommendations from PDA retreats, Montreux meetings, and relevant external reviews and evaluations;
- To provide insights on the strategic direction of the Joint UNDP-DPA Programme, including in relation to activity areas and partnerships.

In 2014, the PDA Advisory Group included PDAs in Guyana, Malawi, Sri Lanka, Kosovo, and Timor-Leste, as well as UNDP's Europe/CIS Regional Conflict Prevention Specialist.

3. EXTERNAL REVIEW:

FINDINGS AND NEXT STEPS

An external review of the Joint UNDP-DPA Programme was completed in 2014. The review, commissioned by DFID on behalf of the current group of donors to the Joint UNDP/DPA Programme and focused on the period 2012 to 2014, was the first external review to be conducted since the programme's launch in 2004. The review sought to assess the contribution of the Joint DPA-UNDP Programme to the UN System's efforts to advance conflict prevention at the country-level, predominantly through the deployment of PDAs. In addition, the review identified the factors that determine the Programme's success and provided recommendations and next steps to further strengthen these efforts.

The significant growth of the programme during that period - exemplified by the near doubling of the number of PDAs deployed - reflects increasingly close collaboration between DPA and UNDP on a number of areas related to conflict prevention and peacebuilding. While PDAs are often the most visible output of the programme, all support provided is geared towards building national capacities for conflict prevention and strengthening the capacity of RCs and UNCTs to engage in politically complex situations. On all accounts, the external review found the support provided through the Joint UNDP-DPA Programme to be effective and catalytic, with a wide range of meaningful impacts in all countries covered by the programme.

The review involved extensive consultations with stakeholders across the UN, as well as national and donor partners. The review focused on country-level support provided by PDAs and the results engendered through this support, with country visits to Ghana, Georgia, and Kenya. A planned visit to Sierra Leone was curtailed due to the Ebola crisis, and the visit to Fiji was also cancelled due to the PDA not having yet been deployed. The consultant

undertaking the review also participated in both the 'Montreux III' workshop and the PDA training on mediation, dialogue, and facilitation hosted by DPA and supported by the Folke Bernadotte Academy.

Completed in November 2014, the review cites the work of the Joint UNDP-DPA Programme and the PDAs as "one of the most effective multi-layered platforms for bringing together the complete spectrum of UN system resources – from precise technical expertise in a variety of thematic and programmatic areas, to senior mediators and even 'good offices' – to focus on specific countries and their needs, allowing the UN to more systematically and coherently address conflict prevention operationally". In supporting the deployment of PDAs, the review finds that Joint UNDP-DPA Programme engagements allows RCs to be "better prepared to strategically guide the UN system, including in sensitive conversations with governments," thus positioning the UN to "play a critical role in 'communicating quietly on behalf of the international community' and using their access to advocate for issues in a manner that encourages national actors to take the lead and responsibly address topics of concern".

While the recommendations and findings that emerged from the external review are largely positive, there are aspects of the programme that could be further strengthened. The quality of support to PDAs in different countries and different regions continues to vary, despite efforts to establish a 'minimum standard' of support globally through the Joint UNDP-DPA Programme. At country-level, the effectiveness of a PDA's work is often contingent on the relationships developed with the respective RC and UNCT, leading to mixed results. Both at Headquarters and country-level, there are numerous opportunities to strengthen engagements with UNCT agencies. Despite a growing emphasis placed on "non-PDA" areas of collaboration, there remain opportunities to deepen the partnership

across UNDP and DPA to more fully draw upon the respective comparative advantages of these entities, and to expand engagement and coordination with PBSO, DOCO, UNICEF, and others. Moreover, there is a fundamental need to engage with donor partners in a dialogue on ways to strengthen the reliability

and scale of support, noting the review's findings regarding the timescale of conflict prevention work and the innovative, catalytic, and impactful results engendered through the Joint UNDP-DPA Programme to date.

4. CONCLUSIONS

The Joint UNDP/DPA Programme was consolidated significantly in 2014 in terms of the number of countries supported, the type of support provided, and the modes of collaboration between UNDP and DPA. The governance structure of the partnership was further embedded, and ownership of, and active engagement in, the partnership across UNDP, DPA, and PBSO was notably strengthened. The year was capped by the completion of the first external review of the Joint UNDP-DPA Programme, which was – overall - very positive, while also usefully highlighting the areas and issues that need to be addressed if the Joint UNDP-DPA Programme is to be further sustained and strengthened. While the UNDP reorganization has presented some challenges in terms of the continuity of support, the Joint UNDP-DPA Programme has emerged better placed to respond to country-level needs in a timely and effective manner as a result of the process.

The external review has informed a detailed management response developed by the Joint

UNDP-DPA Programme, which will serve to guide the partnership going forward. In 2015, the Programme Document for the partnership through to 2018 will also be finalized, providing the overarching programmatic and strategic framework of the Joint UNDP-DPA Programme. Given the growing demand for Joint UNDP-DPA Programme support, coupled with increasing recognition from donors and external partners of the added value provided by the programme, and the strong ownership across UNDP, DPA, and PBSO, the Joint UNDP-DPA Programme is likely to remain well-positioned to act as a key tool for the UN system to advance conflict prevention. Ultimately, the Joint UNDP/DPA Programme will continue to focus on providing catalytic support to strengthen national capacities for conflict prevention, recognizing that it is national stakeholders and institutions that ultimately shape a country's stability, peace and development trajectory.



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