



## About This Newsletter

Welcome to the first quarterly Crisis Prevention and Recovery (CPR) Newsletter. This is part of an ongoing effort to increase the awareness of United Nations Development Programme (UNDP) staff and partners of our support to CPR initiatives. In each newsletter, we will introduce one or two programmes, recent policy issues, new developments and publications, upcoming events and a few of the dedicated UNDP staff worldwide who lead our work in this area. The coverage of programmes and policies in this newsletter is not meant to be comprehensive. The aim is to highlight UNDP's successes and innovations, and share experiences and lessons learned on CPR. The newsletter will be issued on a quarterly basis, with the second issue scheduled for March 2006. Contributions from country offices on programmes, policies and upcoming events are welcome. We would like to take this opportunity to thank colleagues and partners around the world for their support of the Bureau for Crisis Prevention and Recovery (BCPR) and, more importantly, for strengthening UNDP's performance in crisis prevention and recovery.

## About BCPR

Created in 2001, the goal of BCPR is to strengthen UNDP's capacity at all levels to respond to crisis and post-conflict situations faster and more effectively. The Bureau's main areas of work are: conflict prevention and peacebuilding; transitional recovery; natural disaster reduction; mine action; small-arms reduction; disarmament, demobilization and reintegration (DDR); transitional justice and security-sector reform; and special initiatives for countries in transition. BCPR helps ensure that UNDP plays a pivotal role in transitions between relief and development. It promotes links between United Nations (UN) peace and security and development objectives, and enhances the capacities of governments to manage crisis and post-conflict situations.

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## Building Rule of Law in Somaliland

### Lessons learned in justice-sector reform

By Douglas Keh, Deputy Chief of Staff, Office of the Administrator\*

In Somaliland, an area recovering from decades of conflict, a groundbreaking UNDP initiative, the Rule of Law and Security Programme (ROLS), offers a path for real reform. ROLS has helped bring a more reliable form of governance to the Somaliland region of Somalia through its focus on capacity building in the legal system—training legal professionals, establishing legal clinics, and supporting policing. The success of the ROLS programme has not only brought hope to a country affected by weak governance, but also imparted valuable lessons that could be used in designing future crisis and recovery programmes in the area of justice and security sector reform.

In addition to focusing on building a federal structure of governance in Somalia, UNDP implemented its ROLS programme—channeling a large portion of resources to the quasi-independent state of Somaliland. There, the government became a close partner in reforming the police, judiciary and correctional services. Through ROLS, legal professionals were offered a course on the fundamentals of legal analysis and human rights. In addition, an innovative legal clinic, which targets vulnerable groups including women and children, was established to provide free legal support to those unable to afford legal recourse. ►

## Rule of Law in Somaliland (continued)

Another key component of ROLS is support to policing. One of the crowning achievements of ROLS is the Mandera Police Academy in Somaliland, which is the linchpin of the state's efforts to establish a national police force that is professional and aware of human rights standards. The academy provides six-month courses for all recruits. ROLS supports the training of trainers, as well as operating costs and upkeep, while the government covers the staff's salaries.

The programme has received generous funding from Norway, EC, Sweden, Canada, Germany, Denmark, UNDP/BCPR, US, and UK. A 2004 Department for International Development (DFID) review of the programme had generally positive findings and called for continued support. In particular, ROLS' emphasis on the triad of police, judiciary and corrections—what BCPR defines as justice and security sector reform—caught the eye of the international community. Based on the success of ROLS in Somaliland, the programme is being expanded to Puntland and, when conditions permit, will be scaled up in the center-south of Somalia as well.

The encouraging experience of the ROLS programme provides BCPR with a number of lessons that will prove particularly valuable with the Bureau's recent establishment of a new Justice and Security Sector Reform Unit. First, having a dedicated national counterpart—in this case the Somaliland Ministry of Justice—is the basic prerequisite for enacting real reform in the justice sector. Second, while a vision for UN efforts is crucial, flexibility is also essential, as is a focus on manageable, realistic goals. Third, successful support in rule of law involves holistic planning across the full spectrum of institutions that play a part in upholding the law.

According to the DFID review, the ROLS programme has produced a number of impressive results, despite a difficult operating environment. It is still early in the state-building process in Somalia, and many hurdles lie ahead. But the progress achieved by ROLS deserves mention and proves that, even in the most difficult of situations, progress is possible. **CPR**

*\*This article was written in his former capacity as Senior Advisor in BCPR.*



Photo By: Sonya Laurence Green

## BCPR's Internal Reviews

A renewed strategic vision for the Bureau

By BCPR Staff

**N**ext year marks the beginning of a critical time for the UN system, which must adapt to a changing international development and security environment marked by the challenges of delivering on the Millennium Development Goals, new aid modalities, and increases in the flow of official development assistance. UNDP, as the UN's global organization for development and steward of the Resident Coordinator system, is at the center of this shifting landscape. As UNDP's lead on crisis prevention and recovery, BCPR has a particularly important role in ensuring that UNDP can provide global leadership in addressing the needs of fragile states. To help address these challenges, the Bureau commissioned three internal reviews. Here are their key findings.

**Internal Review Key Findings**—BCPR's support of crisis countries and contributions to UN inter-agency discussions on crisis-related issues are of great value. The following changes would strengthen its effectiveness: ■ A coherent medium-term strategic vision that can guide the Bureau's work ■ A bureau-wide strategy for gender mainstreaming ■ A more rational and transparent financial reporting framework ■ Stronger monitoring and evaluation capacities.

**Gender Review Key Findings**—BCPR has made positive steps toward integrating gender sensitivity into its policy and programming, especially in mine action, small arms, and demobilization. Recommended changes include:

■ Clearer gender policies for each area of BCPR expertise  
■ Data collection to build gender-sensitive indicators for Bureau-supported programmes  
■ Partnerships with key actors in the field  
■ Promotion of gender-sensitive police-reform initiatives to lead a global discussion on more accountable security-sector reforms  
■ Active engagement in a UN inter-agency effort to end violence against women in conflict.

**Small-Arms Review Key Findings**—BCPR has an innovative approach to small-arms programming, but there is room for improvement in the following areas: ■ Reliable baseline information on the availability and distribution of weapons, and on the social and political context for insecurity and weapons demand ■ More realistic targets for small-arms programmes ■ Further clarification of the division of labor between different partners involved in small-arms programmes ■ Elaboration of indicators that better measure the impact of small-arms programmes on people's lives.

In response to the review's recommendations, BCPR has launched a bureau-wide strategic visioning and planning process, which should be completed by early next year. It is designed to include wide-spread participation of BCPR staff members and consultation with key UNDP partners. The inputs and feedback we receive will help ensure that UNDP continues to deliver excellent support and services to countries undergoing or emerging from crisis. **CPR**

## Transitioning from War to Peace

### UNDP's role in disarmament, demobilization and reintegration (DDR)

By Spyros Demetriou, Small Arms and DDR Specialist, BCPR

**D**isarmament, demobilization and reintegration (DDR) of ex-combatants is an important part of establishing a stable environment in post-conflict countries. Since the early 1990s, UNDP has been key to supporting DDR programmes in both peacekeeping and non-peacekeeping contexts—keeping in mind broader recovery processes and reinforcing national peacebuilding, addressing security issues, and providing alternative livelihoods for this high-risk group of people.

UNDP helps prevent further conflict in transition contexts in several ways through its DDR support and programming, including:

- Building confidence in the peace process by supporting participants in identifying DDR options for their country.
- Reducing further armed violence through efforts to disarm combatants, communities and other high-risk groups.
- Contributing to the effective dismantlement of military units by ensuring proper demobilization and discharge of combatants.
- Ensuring that ex-combatants are reintegrated into social and economic life in order to prevent future conflict.
- Enhancing community security through violence prevention and human security programming.

BCPR has played a critical role in strengthening UNDP's engagement in DDR through policy and strategic advice, as well as financial and technical support at the country level. Since 2004, UNDP/BCPR has had a lead role alongside the UN Department of Peacekeeping Operations (DPKO) and other agencies in promoting a common approach to DDR within the framework of integrated UN peace operations.

This "integrated" approach is currently being piloted in Haiti and Sudan. In Haiti, UNDP is working with DPKO, UNICEF, and other partners to implement an innovative DDR strategy that focuses on armed groups and the communities that will host them. This unique approach improves reintegration by situating DDR within a community development (as opposed to military) framework. In Sudan, an integrated UN DDR section brings together expertise, resources and staff from DPKO, UNDP, UNICEF and other agencies, and has been critical to supporting the peace negotiations and the development of Sudan's interim DDR programme. 

## What's New

### Early Recovery Cluster



Photo By: Pedro Cote, UNDP

As part of ongoing efforts to improve the timeliness and effectiveness of the humanitarian response, the Inter-Agency Standing Committee (IASC) has embarked upon an initiative to strengthen leadership and accountability in nine key "clusters" of the humanitarian response.

Among these is the cluster for "early recovery"—a complex area that is critical in linking immediate responses to disasters with medium and long-term recovery efforts. UNDP was designated as the lead agency for this cluster. Working with 17 humanitarian and development partners, UNDP identified critical gaps in early recovery and prepared a plan for 2006 that identified priority actions and resource requirements, in order to improve capacities and apply the cluster approach to crisis situations. This, along with the plans for the other eight clusters, were reviewed by the IASC Working Group on 21-22 November 2005 and were submitted for endorsement by the IASC Principals on 12 December 2005. While this new cluster approach is expected to be implemented in early 2006, the early recovery cluster has already had experience applying its key strategies during assistance efforts for the Pakistan earthquake of October 2005. There, the cluster played a key role in coordinating early recovery activities, conducting a joint needs assessment, and producing a UN System Early Recovery Framework, which was presented to the donor conference held in Islamabad on 19 November 2005. For more information, contact [kayoko.gotoh@undp.org](mailto:kayoko.gotoh@undp.org).

### Practice Note on DDR

BCPR recently published a Practice Note on disarmament, demobilization and reintegration (DDR) of ex-combatants. This Practice Note outlines UNDP's key role within the DDR process. It reflects lessons learned and best practices from previous UNDP-supported DDR programmes. It then reviews the programming cycle from discussions on when and how to engage, through the implementation of DDR programmes. The Practice Note offers guidance for DDR policy makers and practitioners, and provides a framework for future UNDP interventions in the field. ►

linking DDR initiatives to wider peace and recovery strategies. The English version of the Practice Note can be downloaded at [www.undp.org/bcpr](http://www.undp.org/bcpr); French and Spanish versions will be available early next year. The Practice Note contributes to wider UN efforts to enhance cooperation and improve effectiveness in DDR. UNDP is working closely with 13 other UN departments, agencies and funds to develop integrated DDR standards that will guide all UN agencies when implementing DDR. The UN DDR Working Group is also creating a joint training and capacity development strategy for all agencies, and implementing integrated DDR programmes in Haiti and Sudan. For more information or to provide feedback on the Practice Note, contact [geraldine.ocallaghan@undp.org](mailto:geraldine.ocallaghan@undp.org).



Photo By: Robert Maass, UNDP

### Exploring UNDP's Engagement with Non-State Armed Groups

In November 2005, more than 30 UNDP staff participated in an online discussion on how UNDP

should engage with non-state armed groups (NSAGs). The demand for such discussion arose from the challenges posed by engaging with armed groups (who can block the delivery of development assistance), and the legal and political implications of such engagements. The discussion aimed to support field staff in making informed decisions on whether or not and how to engage with NSAGs based on UNDP-wide experiences. The discussion started with a strong belief that a strategy on NSAGs is inevitable for many country offices. The experiences shared clearly made the case that the issue of engaging NSAGs is intertwined with how UNDP designs and implements effective programs that fulfill its mandate. Reaching isolated populations, working with local communities, providing security, and running conflict-sensitive programming all imply some form of engagement with NSAGs. The discussion offered assurance that the UNDP has a wealth of knowledge about how to engage with these groups. Participants shared many concrete approaches that they have developed for understanding armed groups in their areas, analyzing the impact of these groups on their programs and on the conflict context, and constructively engaging with them. Based on the rich resources shared, BCPR is developing a summary and document for UNDP staff working in such situations in the future. For more information, contact [katrin.kinzelbach@undp.org](mailto:katrin.kinzelbach@undp.org).

## DDR in Sudan

### Disarmament, demobilization and reintegration in the region

By Maximo Halty, DDR Coordinator, Sudan

The first step towards establishing a secure environment in Sudan, after signing the peace agreement and separating opposing forces, is to reduce new outbreaks of violence. In order to do so, ex-combatants (who might undermine peace and development) need to be reintroduced to civilian society through a programme of disarmament, demobilization, and reintegration (DDR).

DDR in Sudan will take place in an extremely diverse environment. Its context will vary greatly between regions and will thus require flexible strategies and interventions. As previous experience has shown, the success of DDR is dependent on having an effective socioeconomic reintegration process that has been designed and implemented with all main stakeholders included. Here is how the issue is being approached in Sudan.

One of the main objectives of the DDR approach in Sudan is to create a DDR programme that will be incremental, integrated and manageable by the Sudanese government. For this purpose, three key institutions are being established: two separate DDR Commissions in the north and south to lead design, implementation and management; and a National DDR Coordination Council responsible for policy formulation, coordination and evaluation. These institutions face challenges that will require them to focus on several important areas in DDR:

- Demobilizing and reintegrating armed forces that are disorganized and lacking in clear procedures.



Photo By: Ruth Massey, UNDP

- Addressing the likelihood of exponential growth in organized armed crime due to the proliferation of other armed groups, small arms, and unregulated natural resources, and the fact that reliable forms of governance will be slow to take shape.
- Taking into account disparities among regions in terms of infrastructure and basic capacity, and the low level of economic development in southern Sudan.

*The success of DDR is dependent on an effective socioeconomic reintegration process designed with all main stakeholders included.*

- Allowing for the limited national capacity to plan, manage and implement DDR.
- Supporting communities whose resources and capacities have already been stretched to the extreme through the conflict.
- Addressing the unique needs of women in the DDR process – particularly those who were associated with armed forces.
- Managing expectations regarding DDR and its support mechanisms (often expected in the form of monetary packages).
- Ensuring early demobilization of children who may be reluctant to return to communities because of poverty, lack of opportunities or abusive family situations, or may anticipate greater benefits from going through the adult demobilization programmes.
- Addressing the issue of the higher risk of HIV/AIDS in former combatants and how this complicates their reintegration into society.

Despite the challenges, DDR in Sudan is expected to begin on time and bring much needed support to the peace process. With the support of the international community the parties have agreed to form and implement an interim DDR programme. The main objective of the interim programme is to build the capacity of DDR institutions and civil society, while initiating basic DDR processes for priority groups such as children and women associated with the armed groups, and the physically and psychologically disabled ex-combatants.

The interim programme also works in coordination with the Security Sector Transformation process and a Community Security Fund to address challenges in high-risk, high-priority communities throughout the country. Its successful development and implementation will lay the groundwork for the future implementation of a multi-year programme to complete the DDR process. 

## Upcoming Events

### Global Review of Experiences in Preventing Violent Conflict 6-8 March 2006, Istanbul

In recent years, the UN has emphasized the need to support Member States in building their capacity to settle disputes peacefully. In his 2001 report on the prevention of armed conflicts, the UN Secretary-General called on the UN to work with both governments and civil society in this regard. In response to this report, UNDP and the UN Department of Political Affairs (UNDPA) started a joint programme to assist national actors in building their capacities for conflict prevention. Now, national stakeholders and UN staff will have the opportunity to review the lessons learned from these experiences at an event co-hosted by UNDP and UNDPA on 6-8 March 2006 in Istanbul. Through a facilitated, experience-sharing exercise, participants will focus on the UN's work with national actors to build capacities for preventing the occurrence of violent conflict. This exercise, which will involve both national counterparts and UN staff engaged with conflict prevention initiatives, has two main goals: 1) To allow national actors from countries that have engaged with the UN in efforts to prevent violent conflict, to share experiences and develop ideas for furthering their efforts; and 2) To allow UN colleagues who have supported these activities to learn from other experiences, such as how to develop approaches for these initiatives and obtain buy-in from colleagues and offices. For more information, contact [chetan.kumar@undp.org](mailto:chetan.kumar@undp.org).

## Past Events

### Global Disaster Risk Reduction Mainstreaming Workshop 22-23 September 2005, Geneva

How can we integrate disaster risk reduction more effectively into development programming? The UNDP's Mainstreaming Disaster Risk Reduction into Development Workshop, held in Geneva on 22-23 September 2005, initiated the consultation process and dialogue to address this question. Through discussions with selected UNDP country offices and key international organizations, the initiative aimed to work towards three main objectives: 1) To support the development of appropriate policies, tools and human resource capacity for mainstreaming disaster risk reduction into development activities; 2) To provide a platform for advocacy and exchange of mainstreaming experiences; and 3) To support the harmonization of these tools and practices among development actors. There was strong consensus among the participants that mainstreaming disaster risk reduction is not an option but should be made part of the regular development programming within UNDP, and that UNDP needs to work both internally and with partners to move this objective forward. For more information, contact [jennifer.worrell@undp.org](mailto:jennifer.worrell@undp.org).

## Who's Who in CPR

*Highlighting staff who contribute to crisis prevention and recovery efforts*



**Susan Finch**  
Peace and Development  
Advisor, Office of the Resident  
Coordinator, Macedonia

As Peace and Development Advisor, Susan helps ensure UNDP country programmes are conflict sensitive and reflect political developments. Working closely with the UN Country Team and UN Department of Political Affairs, her advice has been instrumental in supporting the implementation of the conflict prevention strategy. Susan has extensive experience working in the Balkans and in Africa, starting with her assignment in 1993 working with CARE Canada and the UN peacekeeping mission to Croatia and Bosnia-Herzegovina. During her service for the Canadian Department of Foreign Affairs, she spearheaded an outreach programme of the International Commission on the Intervention and State Sovereignty and was also responsible for a peace and security programme for West Africa. Prior to joining UNDP in 2004, Susan worked in implementing peacebuilding programmes in Africa for the Canadian International Development Agency. She has a B.A. in Biology and a Masters in Public Administration with a focus on international development.



**Raul Rosende**  
Advisor to the  
Resident Coordinator,  
UNDP Colombia

Raul has more than 16 years of experience in designing and coordinating conflict resolution and humanitarian programmes in diverse conflict and post-conflict settings. Since 2003, he has advised and supported the Resident Coordinator for Colombia on a variety of CPR issues, including the designing and managing of the Donors' Fund. Through UNDP Colombia's Reconciliation and Development programme, which he took part in building and coordinating, he works on a range of issues, such as landmines, disaster prevention, community-strengthening and local governance. He has also provided strategic analysis and policy advice on specific interventions in DDR and led the programme on preventing recruitment of youth. Before joining UNDP Colombia, Raul advised the Special Representatives to the Secretary-General in the UN missions in Afghanistan and in Guatemala. Before joining UNDP, he worked in the Organization of American States in

Nicaragua and Guatemala. Over the years, he has handled complex situations such as negotiating response to crisis with armed public and civilian actors, promoting return and reintegration of displaced populations, and carrying out DDR of ex-combatants. Raul's thematic experience is backed by his extensive experience in resource administration and management.



**Yasmine Sherif**  
Team Leader and Senior  
Advisor, Rule of Law Unit,  
UNDP Sudan

Since joining UNDP Sudan in June 2004 to set up the Country Office's Rule of Law Unit with one laptop and one staff member, Yasmine has led the growth of the programme, which now employs 26 staff and has projects at the field and national levels. Working with the government, national non-governmental organizations, civil society and the UN Mission in Sudan, the programme seeks to restore the social contract on the basis of confidence and capacity building. With major projects being implemented at state and community levels, the Rule of Law Programme conducts awareness raising in basic human rights, domestic law and Sudanese ethical frameworks; runs a number of legal aid centers and legal networks; conducts community policing; and builds capacities of rule of law institutions, such as the Judicial Service Commission and the national judiciary. Before joining UNDP, Yasmine spent 17 years as a human rights lawyer with the UN both at headquarters and in crisis situations, such as Afghanistan, Bosnia, Cambodia and the Democratic Republic of the Congo. She also worked as an Adjunct Professor at Long Island University, lecturing on international human rights, humanitarian affairs and the Middle East, and has published extensively in these fields.

## Feedback

If you have comments or questions about the CPR Newsletter, or would like to submit an article, event, or news item for consideration in upcoming issues, contact:  
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