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Before the civil war which started in the 1980s Mogadishu held some 500,000 inhabitants and was considered the most beautiful city in East-Africa. Photo: Oskar Lehner

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Foreword

There has been a tendency among some development actors and practitioners operating in very difficult crisis-affected and fragile situations to consider that the SDGs are not for countries affected by crisis and fragility, at least not until the crisis in question is over. However, governments and citizens in countries that find themselves in these difficult situations are stating precisely the opposite: that Agenda 2030 is of paramount importance for them and has to be implemented in their countries as soon as possible. One such government leader from a country affected by crisis and fragility recently made the case very clearly, stating that his country *"… cannot afford to waste any time to embrace the new global development agenda…and ensure national resilient systems"* are built quickly to achieve the SDGs. This focus on building resilient systems and tailoring the SDGs to the context-specific challenges faced in situations of crisis and fragility underpins the support that countries and people in fragile situations are requesting.

Crises are increasingly multidimensional, deadly and costly. Humanitarian needs are growing faster and lasting longer. We must rethink and sharpen our tools to accompany Member States that find themselves in these difficult situations, if we are to meet our pledge of leaving no one behind. I must also note that there is compelling evidence, as cited in this paper, that if we craft targeted development solutions, if we coherently mobilize national and international support in addressing the critical development challenges in fragile situations, we can overcome fragility and the extreme poverty and vulnerability traps in which it has ensnared over 1.5 billion of the world's citizens.

Street view in Pol-i Kumri, a provincial town in Afghanistan. Photo: Oskar Lehner

UNDP has assembled a variety of tools, expertise, and resources to support efforts of countries affected by crisis and fragility, as they ready themselves to lead in implementing the SDGs. This paper describes the package on offer. The offer is built around a risk-informed and fragility-sensitive application of the UNDG Mainstreaming, Acceleration and Policy Support (MAPS) strategy to implement the SDGs in crisis-affected fragile situations. It focuses on strengthening prevention and risk governance and addressing the root causes of fragility through development solutions in order to build resilience, protect sustainable development gains, and accelerate development progress.

Establishing reliable national integrated M&E systems with disaggregated indicators that can be monitored at national and subnational levels is pivotal to SDG implementation in fragile situations. The SDGs require higher quality performance to succeed; stronger coordination and coherence to match their indivisibility; and fluid interactions between the local and national levels as well as supply management systems to expedite development delivery. The paper describes the tools and resources that UNDP, in close partnership with a range of actors and under the leadership of national authorities, will make available to crisis-affected and fragile situations.

Equally important is the fact that the SDGs are launched in a less than robust global economy that is having an even more negative impact on countries in situations of conflict and fragility, especially in terms of availability of both domestic and external resources for recovery and development. The tools that UNDP has assembled to support SDG implementation in these countries will also seek to help them expand their funding base for SDG implementation. This support includes assessing the policy and institutional context for development financing; supporting public and private expenditure reviews to expand the fiscal space; and helping national and subnational authorities cost their development plans and develop robust financing strategies.

The momentum spurred by the adoption of the 2030 Agenda is mobilizing governments and inspiring hope in ordinary citizens across the world. It is becoming the common frame of reference for actions to support SDG implementation in fragile situations. No one agency can provide the urgently needed support to put countries in fragile situations on the path to achieving the SDGs. We need coherent partnerships with the humanitarian, development, governance and peacebuilding, and climate change communities. We need the private sector and civil society organizations. We need youth and women. Coherent and collective actions will go a long way to dictate how we invest every single dollar in rising to the challenge of pursuing sustainable development in fragile and crisis affected countries, in a way that leaves no one behind. This paper outlines a way in which UNDP can mobilize its resources, skills and experience to support nationally-led, risk-informed, fragility-sensitive, and inclusive SDG planning and implementation.

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Acronyms

ACPIS	Anti-corruption for Inclusive and Peaceful Societies
AfDB	African Development Bank
AGE	Advisory Group of Experts
BPPS	Bureau for Policy and Programme Support
BRICS	Brazil, Russian, India, China and South Africa
CDA	Conflict-related Development Analysis
CDMP	Comprehensive Disaster Management Programme
CGF	Core Government Functions
CIS	Commonwealth of Independent States
CSO	Civil Society Organization
DAC	Development Assistance Committee
DFAT	Department for Foreign Affairs and Trade
DPA	Department of Political Affairs
DPKO	Department for Peacekeeping Operations
DRR	Disaster Risk Reduction
DSRA	Dead Sea Resilience Agenda
EU	European Union
FAO	Food and Agriculture Organization
FDI	Foreign Direct Investment
FSA	Fragility-sensitive Approach
GAIN	Global Anti-Corruption Initiative
GFDRR	Global Fund for Disaster Risk Reduction
GPP	Global Preparedness Partnership
HIPPO	High-level Panel on Peace Operations
HRBA	Human Rights-based Approach
ICA	Institutional Context Analysis
IDPS	International Dialogue on Peacebuilding and Statebuilding
IFIs	International Financial Institutions
INCAF	International Network on Conflict and Fragility
LDCs	Least-developed Countries
M&E	Monitoring & Evaluation
MAPS	Mainstreaming, Acceleration, and Policy Support
MDGs	Millennium Development Goals
MOU	Memorandum of Understanding
MTEF	Medium-term Expenditure Framework
NGO	Non-governmental Organization
OCHA	**O**ffice for the Coordination of Humanitarian Affairs
ODA	Official Development Assistance
OECD	Organisation for Economic Co-operation and Development
OECD-DAC	Organisation for Economic Co-operation and Development-Development Assistance Committee
OHCHR	Office of the High Commissioner for Human Rights
PBF	Peacebuilding Fund
PBSO	Peacebuilding Support Office
PCNA	Post-Conflict Needs Assessment
PDNA	Post-disaster Needs Assessment
RIAs	Rapid Integrated Assessments
RPBA	Recovery and Peacebuilding Assessment
SDGs	Strategic Development Goals
SHASA	Strategy for the Harmonization of Statistics in Africa
SMEs	Small and Medium-sized Enterprises
TIWB	Tax Inspectors Without Borders
UN	United Nations
UNCAC	United Nation's Convention Against Corruption
UNDP	United Nations Development Programme
UNODC	UN Office for Drugs and Crime
V-20	Vulnerable Twenty Group
WBG	World Bank Group
3RP	Regional Refugee and Resilience Plan

Impact of 2010 Tsunami in the Solomon Islands. Photo: UNOCHA Pacific

Introduction

In September 2015, Member States of the United Nations adopted a new global development framework entitled 'Transforming Our World: 2030 Agenda for Sustainable Development'. The new framework officially came into effect upon expiry of the Millennium Development Goals (MDGs) on 1 January 2016 and will run through 2030. The Agenda is "global in nature and universally applicable to all countries while taking into account different national realities, capacities and levels of development".[1] The Agenda recognizes that while the goals are universal, the pathways and pace of progress will vary from country to country and will depend on different national realities and challenges.

One such challenge critical to success is fragility. Institutions and systems are fragile when they: a) exhibit chronically weak capacities to deliver their core functions; b) are susceptible to wholesale breakdown when they experience shocks and crisis; c) are slow to recover after crisis and d) do not foster state-society relations. Fragility was arguably a key impediment to MDG progress, as the worst performers on the MDGs were countries that were facing fragile and conflict-affected situations. It remains a major challenge for the 2030 Agenda. The number of people living in fragile situations has risen considerably, along with the number of people in those countries living in extreme poverty.

The Secretary-General's High-Level Panel on Humanitarian Financing unequivocally notes that, "success or failure to achieve the [Sustainable Development Goals] will depend upon whether or not we are up to the challenge of managing fragility and risks".[2]

This paper articulates UNDP's offer of support to countries affected by fragility as they strive to implement and sustain progress on the SDGs. It discusses the evolving conceptualization of fragility and the challenges that fragility poses to achieving the SDGs and proposes a fragility-sensitive approach (FSA) as a response.

Street view in Hargeisa, Somaliland.
Photo: Oskar Lehner

Agricultural processing.
Photo: UNDP Guinea

The evolving notion of fragility

As noted by UNDP in its 'Governance for Peace' strategy, *"how fragility is defined has implications for how interventions are designed, implemented, and monitored."*[17] Definition also shapes what constitutes success of intervention. As a result, numerous definitions have emerged since the OECD popularized the concept of fragility in its first 'State of Fragility' report in 2007. The OECD has defined fragility as a "situation where state structures lack the capacity and/or political will to provide basic functions to reduce poverty, deliver development and safeguard security and human rights" (OECD 2007). The World Bank's 2011 'World Development Report' conceives of fragility as a situation in which states demonstrate a lack of capacity or legitimacy to mediate relations between themselves and their citizens (WDR 2011). For its part, UNDP's 2012 'Governance for Peace' stressed that fragility leads to the erosion of the basis for effective governance and leaves the state exposed to discontent and polarization that in turn leads to violent conflicts.[18] The African Development Bank (AfDB) was the first institution to focus fragility on the impact of risks – exogenous shocks such as conflict, disaster, economic volatility, climate change effects, etc. It defines fragility as "an elevated *risk* of institutional breakdown" due to shocks.[19] In its fragility assessment framework, the g7+ – a self-identified group of fragile states[20] – introduces a fragility spectrum that starts at a point of crisis and that moves on to recovery, stability and eventually resilience. Because many of the g7+ countries are in or just coming out of conflicts, the focus of the fragility spectrum assesses the extent to which the affected societies are recovering from crisis caused by violent conflicts and are rebuilding the resilience of legitimate and inclusive politics, security, justice, economic foundations and employment, and domestic revenue generation and basic services.

While the earlier definitions of fragility shed light on the phenomenon and drew international attention to its impact on development and peace, many of the definitions remained weak in the following areas:

- First, they placed exclusive emphasis on the inherent deficiencies of the state system – on authority and the capacity and will to deliver state functions. They fail to recognize that states may have considerable capacity and even will, yet still suffer from fragility due to a given shock or combination of shocks and stresses that are exogenous to their systems. Similarly, the erosion of the basis of effective governance, as suggested by UNDP, can inadvertently lead to "a risk of over-emphasizing institutional reform as the avenue of development progress", with less attention to equally important factors like horizontal (cross-community) and vertical (state-society) relations, the political economy and politics.[21] Most important, the understanding of fragility cannot be divorced from a thorough understanding and analysis of risks and their multidimensional impact on systems and societies. But a focus on risk as the exclusive cause for systems breakdown could overlook the drivers of fragility inherent to a system, institution or society.

- Second, fragility is context-specific. For instance, one society may be more fragile in responding to economic shocks, but less so when responding to shocks from natural hazards. A so-called less fragile society may drift into crisis under the weight of multiple shocks. The binary approach of branding a group of countries as fragile and others as non-fragile overlooks this reality.[22] Moreover, the branding, as further outlined among the challenges below, has had serious political, economic and geopolitical backlash that has been counterproductive in addressing the root causes of fragility through targeted sustainable development interventions.

- Third, while violent conflict is a critical driver of fragility, there is increasing recognition that fragility can exist in a context that is not necessarily exposed to violent conflicts. Also, the presence of violence or violent conflicts does not automatically make a state fragile.[23] There are quite effective states that are fragile due to their vulnerability to climate change, natural hazards, economic volatility, organized crime or other shocks.

To address the conceptual weaknesses of the earlier notions of fragility, the OECD, through the International Network for Conflict and Fragility (INCAF), in 2015 organized three global consultations on the reconceptualization of fragility in Europe, Africa and North America. All three consultations agreed that fragility has two key variables: capacity and risk. Building on the AfDB understanding of fragility, the consultations define fragility as "the combination of risk with insufficient capacity by the state, system, and/or communities, to manage it, absorb it, or mitigate its consequences." The consultations recognized that risks are multi-layered and multidimensional, including disaster, conflict and economic volatility, over-dependence on sometimes-scarce natural resources, regional isolation or being part of a regional conflict system, and the impacts of climate change, among others. They define five risk domains: societal, political, economic, security and environmental as indicated in Table 1.[24] In the view of UNDP, this new understanding of fragility addresses some of the elements that were missing in the earlier definitions. Here are some of the advances made on the earlier notion of fragility:

TABLE 1: DIMENSIONS OF FRAGILITY

Dimension	Description
Economic	Vulnerability to risks stemming from weaknesses in economic foundations and human capital including macroeconomic shocks, unequal growth and high youth unemployment
Environmental	Vulnerability to environmental, climate and health risks that affect citizens' lives and livelihoods. These include exposure to natural disasters, pollution, and disease epidemic
Political	Vulnerability to risks inherent to political processes, events or decisions; lack of political inclusiveness (including of elites); transparency, corruption, and society's ability to accommodate change and avoid oppression
Security	Vulnerability of overall security to violence and crime, including both political and social violence
Societal	Vulnerability to risks affecting societal cohesion that stem from both vertical and horizontal inequalities, including inequality among culturally defined or constructed groups and social cleavages

Source: OECD States of Fragility 2016 Highlights

- A recognition of the multidimensionality of risks strengthens the case for defining a risk management strategy in support of a more comprehensive and integrated development framework such as the 2030 Agenda. It also removes the stigma associated with 'fragile states' and the state centrism that underpinned the definitions. In addition to endogenous stresses, all countries are exposed to a range of exogenous shocks that can have exacerbating impacts, if the social, economic, environmental, security, governance and political systems are weak.[25] In some cases, there are zones of fragility, due to the impact of natural hazards or man-made disasters on neighboring countries, necessitating a multi-country or regional response, as is the case in the Syria region, the Horn of Africa, the Mano River sub-region in West Africa and the Sahel region of Africa.

- There is a recognition that a context can be fragile to a particular risk and less so to others. For example, post-conflict countries may be more fragile to societal, political and security risks, whilst middle- and high-income countries may be fragile to economic volatility made more complex by inequality and climate change.[26] Inequality, a critical driver of fragility, is more pronounced in fast-developing middle-income countries. It is a major contributor to organized crime and interpersonal violence, which have created subnational pockets of fragility in middle- and high-income contexts, such as in Latin America and the Middle East. The OECD has reported that fragility now affects middle-income countries as much as it affects low-income countries due to the proliferation of subnational pockets of fragility.[27]

- Emphasis on risk as a driver of fragility is more forward-looking. It allows for putting in place both the capacity to anticipate and reduce risks of shocks, and a preparedness strategy that strengthens country's readiness to respond to shock and recover quickly from them before they lead to crisis. Investment in prevention and preparedness will be critical to the success of the SDGs in fragile contexts. Also, identifying the key risk domains helps with analysis. One is able to dissect each domain and determine its relative weight while determining the combined effects of all the risk domains.

Notwithstanding the advances in the multidimensional approach to fragility, there are still some limitations in the way the concept is now applied by the OECD:

- Acknowledging that fragility is universal and that it is not necessarily inherent to any given state or society does not preclude the fact that certain countries – by virtue of their history, the regional system within which they exist and the combination of risk to which they are exposed – are likely to have higher degrees of fragility than others. Countries in this category are likely to fall into the 'fragility trap', which the World Bank defines as "a self-perpetuating cycle of weak institutions, low investment, slow growth, and repeated violence that keep the countries from strengthening the policies and building the institutions needed to transition out of fragility and make sustained development progress".[28] These countries need dedicated attention, which the universalization of fragility should not downplay.

- The emphasis of the new definition of 'risk' and 'capacity' again runs the risk of focusing on the technical aspects of institutional efficacy while overlooking the critical dimension of politics, the political culture and the political economy of governance, as well as inter-group relations.

A family evacuates their village in a flood hit area of Pakistan. Photo: Adhul Majeed Goraya, IRIN.

UNDP's definition of the Fragility-Sensitive Approach

In the view of UNDP, it is important to return politics and inclusivity to our understanding of fragility. Politics influences the legitimacy and viability of institutions and authority and inclusivity strengthens state viability and society resilience. Therefore, for UNDP, fragility is a function of capacity, risk and will (including political will). Thus, fragility is defined in this paper as a situation or condition when communities, institutions, systems and societies:

- Exhibit chronic deficits in delivering on their core functions
- Are susceptible to wholesale breakdown when they experience shocks and crisis
- Are slow to recover after crisis
- Have weak state-society relations

Building on this definition, UNDP's fragility sensitive approach is defined as,

> *a process of understanding the nature and extent of the risk of shocks and stresses, and the context and dynamics that shape people's responses; the interactions of different hazards and their impact on institutions and systems; and the design and implementation of targeted development programmes to address the root causes of fragility, build resilience, protect sustainable development gains, and accelerate development progress.*

The paper discusses the range of tools and initiatives UNDP has assembled to support a fragility-sensitive approach to SDG implementation in fragile situations. It summarizes the specific projects UNDP will implement to address the root causes and drivers of fragility, including the projects *'Building peaceful, just and inclusive societies to accelerate implementation of the SDGs; 'Supporting Core Government Functions to Address Fragility and Build Resilience; Addressing disaster and climate change vulnerability',* and *'The New Deal Implementation Support Facility'.* The latter supports implementation of the Stockholm Declaration of the *International Dialogue on Peacebuilding and Statebuilding* (IDPS), which commits to coherent humanitarian, peacebuilding and development actions to address the root causes of fragility and implement the SDGs in fragile situations using the principles of the *New Deal for engagement in fragile situations.*[3]

Why dedicated attention to fragility?

The 2030 Agenda challenges the international system to pursue the achievement of the SDGs in ways that leave no one behind and that first reach those farthest behind. Countries affected by fragility face Herculean challenges. They are most at risk of being left behind or where a significant number of people could be left behind. Notwithstanding the risk, there is ample evidence to suggest that targeted and concerted risk-informed and conflict-sensitive development solutions can reduce fragility and accelerate progress toward sustainable development and resilience-building. It is these challenges and evidence of progress, which are elaborated here that provide the impetus for UNDP's proposed fragility-sensitive approach to SDG implementation in fragile situations:

The challenges of Fragility

Fragility remains the greatest impediment to the aspirations of the 2030 Agenda for Sustainable Development. More than 1.4 billion people now live in areas affected by fragility – a number that is projected to grow to 1.9 billion by 2030".[4] Sixty-five million people are forcibly displaced worldwide, the highest number since World War II, the majority of them being women and children.[5] At the end of 2015, there were 21.3 million refugees, 3.2 million people in the process of seeking asylum and 40.8 million people internally displaced within their own countries.[6] Since 1990, at least 400 million people living in extreme poverty (below US$1.25/day) were living in fragile contexts.[7] Now, half of the extreme poor live in fragile settings and the number is set to grow to 62 percent by 2030 if fragility is not addressed.[8]

Conflict is the biggest driver of fragility. Nearly all of the 37 countries identified as fragile by the World Bank Group (WBG) in 2010 were experiencing or emerging from major violent conflicts.[9] And 80 percent of humanitarian assistance, which has also tripled in the last 10 years, has gone to crises caused by violent conflicts.[10] Conflict weakens social systems, disrupts service delivery, polarizes the political environment, damages the legitimacy of government institutions, threatens livelihoods and can uproot and

A meeting of village elders in the neighboring districts of Hargeisa, Somaliland. Photo: Oskar Lehner

displace entire communities over a long period of time. Between 1981 and 2005, countries that suffered major violent conflicts had a poverty rate 21 percentage points higher than countries that experienced no major violent conflicts in the same period.[11] Conflict also exacerbates existing inequalities, rendering marginalized groups, including women and children, more vulnerable to shocks. Women and girls, in particular, face multiple types of discrimination, especially when the legacy of violent conflict and weak rule of law institutions exacerbate impunity for sexual and gender-based violence. Conflict also impedes the participation of women and girls in political life, undermines their recovery from crisis and limits their educational and economic opportunities.

Disasters, another driver of fragility, add further complexity. Over the last 20 years, disasters have killed 1.3 million people, affected more than 4 billion people and cost the global economy at least US$2 trillion. Disasters can wipe out years of development gains and reverse development progress, as recently observed in West Africa during the Ebola crisis and in Nepal after the earthquake. Disasters, particularly those related to environmental degradation and climate change, are catching up with violent conflict as the leading cause of forced displacement, with 19.3 million people displaced by disasters in 2014 alone.[12]

Refugees and populations displaced by conflict are often concentrated in disaster-prone areas facing a high risk of secondary or repeated displacement. Disaster also impacts women disproportionately, as it kills more women than men. For instance, women accounted for 61 percent of fatalities caused by Cyclone Nargis in Myanmar in 2008 and 70 percent to 80 percent of those killed in the 2004 Indian Ocean tsunami and 91 percent in the 1991 cyclone in Bangladesh.[13]

Perhaps most worrying of all are the increasing negative effects that combined multiple shocks – including violent conflicts, disasters, climate change, economic volatility, epidemics, and others - are having on the state of fragility of societies, including in middle- and high-income countries. Climate change, disaster and economic volatility can also act as triggers for violent conflict. They can exacerbate existing tensions or inequalities arising from natural resource scarcity and drought, induced migration, food security and water scarcity. From 2005 to 2009, conflict-affected countries accounted for more than 50 percent of people affected by disasters.[14] This trend will continue, as climate-related disaster vulnerability is predicted to be more acute in fragile contexts.[15] Most importantly, people in fragile situations do not have the wherewithal to mitigate the impact of disasters or to recover from it quickly. For instance, less than 10 percent of workers in least developed countries, including those in fragile situations, have social security – compared to nearly 100 percent in high-income countries. It is worse among the most vulnerable, as a staggering 97 percent of people living under US$4 per day have no insurance that could provide them with a cushion in time of crisis.[16]

The interplay of disaster, conflict and fragility poses significant challenges to poverty eradication. Even where gains on poverty reduction are made in fragile settings, there is a continuing danger that such gains may be wiped out at any time by violent conflict, political instability, disasters or loss of markets. All of this compels humanitarian, peacebuilding and development actors – and certainly UNDP – to deepen their understanding of fragility, to marshal their resources to address its root causes and to improve the chance of achieving the goals of the 2030 Agenda for Sustainable Development.

Evidence of progress

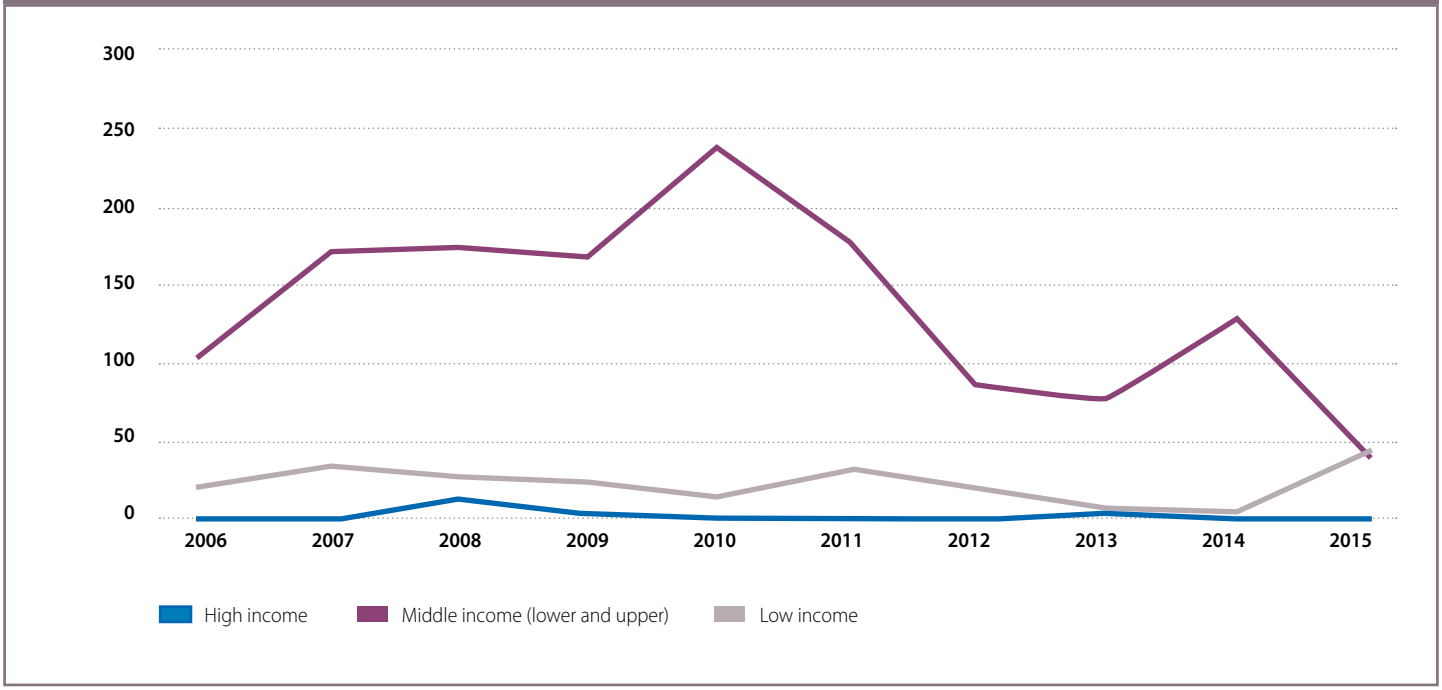
The challenges outlined above may seem paralyzing but in recent years there has been considerable evidence that development solutions have contributed to reducing fragility, as elaborated in the few cases in this section.

- ***The Impact of the New Deal for engagement in fragile situations (New Deal):*** In 2011 the g7+ group of self-identified fragile states, in collaboration with the UN, OECD-DAC, the World Bank Group (WBG), the African Development Bank (AfDB), and Civil Society, as members of the International Dialogue on Peacebuilding and Statebuilding (IDPS), agreed on the New Deal for engagement in fragile situations as a response to the challenges fragility posed to achieving the MDGs. The New Deal aimed to advance progress toward the MDGs by achieving five interlinked goals: legitimate (inclusive) politics; security; justice; economic foundations; and revenues and services. It also stressed the importance of achieving compacts that bind governments, donors and civil society to implement one plan, under one shared vision,

and guided by commitment to transparency, accountability, predictability of financing, shared risk management and the strengthening and use of country systems.

While recognizing that one size does not fit all', the New Deal, in the four years it was implemented, has shown progress. In 2013 the World Bank noted that 20 of the 37 countries it classified as fragile made some progress towards MDG implementation, despite their fragile and conflict-affected conditions.[29] The Bank suggested that the progress was due in part to increased international investment and concerted actions to address the drivers of fragility as part of development solutions. Similarly, the IDPS commissioned an independent review of the New Deal in 2015 to ascertain its impact on MDGs achievement in fragile and conflict-affected contexts. The review affirmed that "ending conflict, building institutions and resilience, and delivering basic services", as articulated in the New Deal, is a compelling pathway out of fragility and in advancing development progress.[30] The review concluded by further affirming that, if fully applied in implementing the SDGs in fragile situations with coherent, predictable, and timely assistance from the International Community, the New Deal could help reduce fragility significantly and thereby *"reduce the number of people in absolute poverty from 1.5 billion now to 350 million by 2030"*.[31] On 5th April 2016, the International Dialogue on Peacebuilding and Statebuilding (IDPS) renewed its commitment to the New Deal. The IDPS members pledged to increase their support to addressing the root causes of violence, conflict and fragility; use New Deal principles to achieve the SDGs in g7+ countries; provide smarter and targeted development assistance; and expand the IDPS partnership to include the humanitarian community.

FIGURE 1: NUMBER OF PEOPLE AFFECTED BY DISASTERS CAUSED BY NATURAL HAZARDS BY COUNTRY INCOME GROUP, 2006–2015



Source: Development Initiatives based on EM-DAT: International Disaster Database cited from the Global Humanitarian Assistance Report 2016

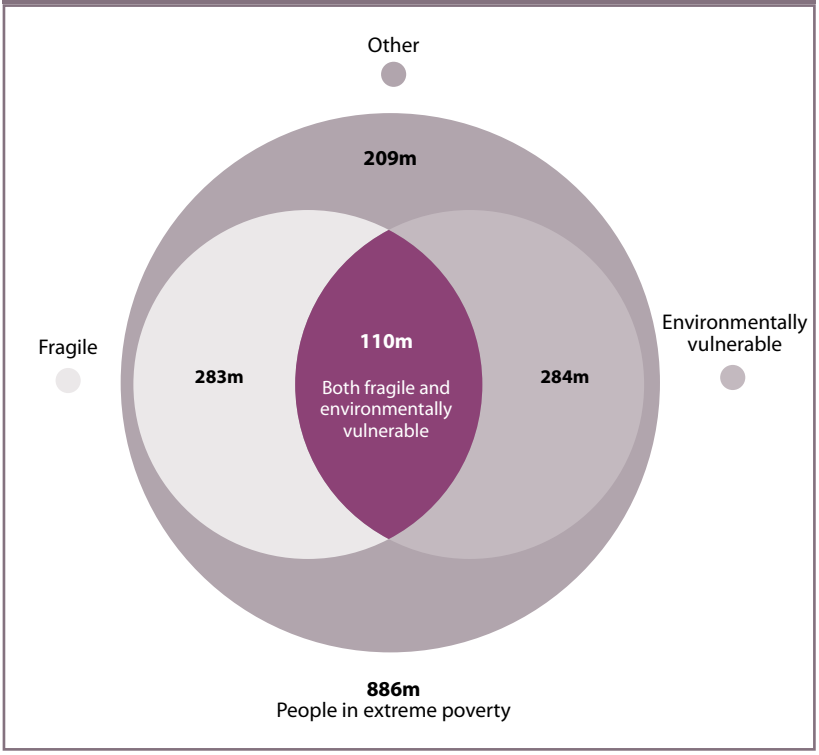
Notes: Income groups are classifi by the World Bank on an annual basis. Lower middle income countries (LMICs) and upper middle income countries (UMICs) have been combined because China moved from LMIC to UMIC group between 2009 and 2010, resulting in a dramatic shift in the numbers of people within those groups affected by disasters caused by natural hazards between those years.

- ***Targeted pro-poor development solutions:*** Evidence on the mutually reinforcing effects of poverty and fragility are also growing. The poor are increasingly concentrated in fragile settings. Equally, there is increasing evidence that pro-poor sustainable development solutions that promote growth, protect the environment, strengthen diversified livelihoods and create decent employment opportunities can simultaneously eradicate poverty and reduce fragility. Of these development solutions, two have proven particularly effective: creating decent jobs and strengthening livelihoods through social protection. Decent employment programmes have improved social inclusion, reduced vulnerabilities and inequalities and contributed to peaceful and cohesive societies.[32] And social protection and social welfare schemes have helped protect the livelihoods of the poor in times of crisis and thereby prevented them from falling deeper into the poverty trap in contexts where these programmes are effective.[33] Although the anecdotal evidence is encouraging, more work is needed to deepen our understanding of the dynamics between poverty and fragility and to track the patterns of poverty-reducing sustainable development solutions as well as their potential impact on sustaining peace and building resilience.

- ***Building resilience in protracted crisis:*** Protracted crises add significant complexity to the challenges of fragility. As the Syria crisis has clearly shown, protracted crisis spreads quickly across state borders, generates large protracted displacement and depletes the coping capacities of individuals, households and communities. It can also stretch beyond limits, institutions and basic service delivery systems and entrench fissures across groups. These increase the risk of entire societies falling into the fragility and vulnerability trap. Furthermore, protracted crisis is no longer confined to low-income countries. Fifty-three percent of all requested humanitarian funds in 2015 were spent on protracted crises in middle-income countries.[34]

In addition, responding to protracted crisis demands coherent actions across the humanitarian, peacebuilding and development communities. Many partners now acknowledge that, when addressing protracted crises, there must be a mix of actions that simultaneously tackle short-term needs and strengthen the resilience of families and communities for the long-term. For the first time, as a response to the Syria crisis, the three communities – humanitarian, peacebuilding, and development – developed and are operating a single plan, the Regional Refugee and Resilience Plan (commonly known as the 3RP). The 3RP is the largest-ever regional crisis response platform, involving five countries (Jordan, Turkey, Lebanon, Egypt, Iraq and Syria) and more than 200 partners, including 18 UN agencies drawn from the humanitarian, human rights, peacebuilding and development communities. These partners are jointly planning and managing operations using one common data management platform designed for the 3RP; sharing early warning information; jointly advocating for the critical protection issues;

FIGURE 2: NUMBER OF PEOPLE LIVING IN EXTREME POVERTY, ENVIRONMENTALLY VULNERABLE AND POLITICAL FRAGILE SITUATIONS



Source: Global Humanitarian Assistance Report 2016

jointly fundraising; and monitoring progress. By the end of 2015, through the 3RP, 1.8 million people had received food assistance; some 1.5 million health care consultations had been undertaken; 546,000 children had been provided access to quality education; and 16,000 households had benefited from training and employment, among other achievements.[35]

The success of the 3RP has led to the launch of the Dead Sea Resilience Agenda (DSRA) to support resilience-building work to counter the effects of the Syria crisis in the region, including by reducing fragility and vulnerability. The DSRA complements and strengthens national planning processes and re-invigorates a more robust resilience response from partners (bi- and multilaterals). The Dead Sea Resilience Agenda assumes that protracted crisis can be a development opportunity for transformative change; it is guided by five fundamental principles that require aid in protracted crisis to:

- use to the full the synergies between humanitarian and development assistance.
- respect the dignity and capabilities of the people that aid seeks to help.
- reinforce – not replace – the capacities of local institutions and people themselves.
- seek new and inclusive partnerships.
- safeguard social cohesion and seek to foster peaceful cooperation.

Many of the principles introduced in the protracted crisis scenario in these middle-income countries echo those applied through the New Deal for engagement in fragile situations in the g7+ countries.

International consensus on fragility and on the need for targeted support to address its root causes and drivers has also grown since the launch of the 2030 Agenda for Sustainable Development and out of the World Humanitarian Summit:

- In his report prepared for the World Humanitarian Summit, the UN Secretary-General observed that, while international humanitarian and development approaches bring relief and advancement to millions, *"They too often fail to sustainably improve the prospects of many people in fragile and crisis-prone environments"*.[36] He called on the international community to adopt a different approach based on solid collaboration across humanitarian, development and peacebuilding communities in fragile contexts to achieve the SDGs. The Secretary-General also called on donors to "set targets to allocate a significant percentage of their aid budgets to fragile situations",[37] with particular focus on strengthening legitimate and inclusive institutions, including justice and security sectors.

- The High-Level Panel on Humanitarian Financing calls for a "systematic investment in resilience-building"[38] in countries experiencing all kinds of shocks, including conflicts and disasters. The panel warned that "without investing to reduce fragility where it is most profound, the humanitarian bill will continue to rise"[39] and eradicating poverty will only remain a dream. Already, according to the Panel, 93 percent of people living in extreme poverty are in countries that are environmentally vulnerable, politically fragile or both as illustrated in Figure 2.[40]

- On 27 April 2016, the General Assembly and the Security Council adopted the most comprehensive and far-reaching resolutions on peacebuilding and prevention to date (S/RES/2282 (2016) and A/RES/70/262). The Resolutions build on the reports of the Advisory Group of Experts (AGE) and the High-level Panel on Peace Operations (HIPPO). The central recommendation of the Resolutions is that we need to look beyond post-conflict peacebuilding to embrace the concept of 'sustaining peace', which they define as, "activities aimed at preventing the outbreak, escalation, continuation and recurrence of conflict, addressing root causes, assisting parties to conflict to end hostilities, ensuring national reconciliation and moving towards recovery, reconstruction and development."[41]

This new terminology takes 'peacebuilding' out of the erroneous time horizon constraints it has been subject to since the 1990s, when it was considered a 'post-conflict' exercise to be implemented by outsiders. The concept of 'sustaining peace' also calls for breaking out of existing sectoral approaches to peacebuilding and conflict resolution, and for better integrating the UN's three foundational pillars (peace and security, development and human rights) and their respective governance structures. The 2030 Agenda, particularly SDGs 5, 10, and 16, encompass the spirit of the Resolutions and recognize sustaining peace as an inherent sustainable development challenge.

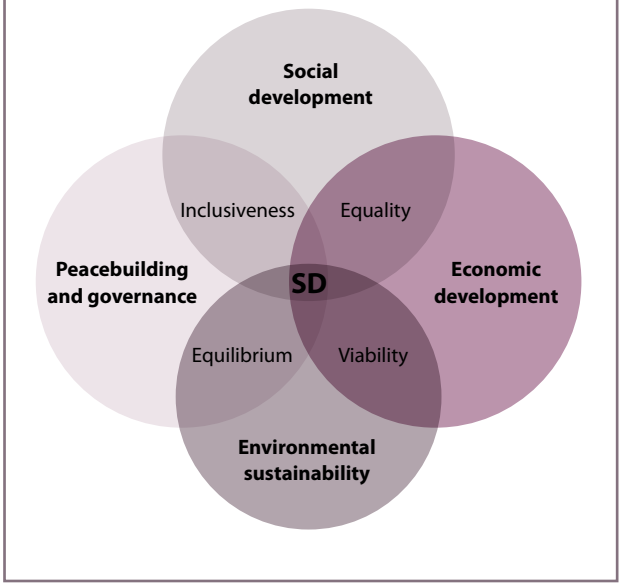
Female officers of the National Police of Timor-Leste. Photo: UNDP Timor-Leste

Paradigm shift: from MDGs to SDG development planning

The 2030 Agenda is based on the sustainable development approach, which is defined as meeting present development needs and aspirations without compromising the ability of future generations to meet their own needs and aspirations. It calls for a balance among inclusive social, economic, political development, and environmental sustainability. In their declaration, the UN Member States also assert the inseparability of the health of the planet, economic prosperity and sustaining peace, stating that "there is no development without peace, there is no peace without development" – and that neither will be realized without human rights.

In view of the additional emphasis on peace and human rights, UNDP has expanded the three-dimensional description of sustainability that came out of the Rio + 20 Summit and on which the 2030 Agenda is based, to a four-dimensional framework with suggestions on their points of intersection, as illustrated in Figure 3. In this framework, the intersection between peacebuilding and Governance and social development is **inclusivity**; between peacebuilding and governance and the environment is **equilibrium**; between the environment and economic development is **viability**; and between social development and economic development is **equity**. Broadly speaking, the 2030 Agenda differs from the MDGs in the following important ways:

FIGURE 3: MULTI-DIMENSIONAL SUSTAINABILITY FRAMEWORK



- It has a much wider scope, going beyond the 'social' dimension of the MDGs and taking into full consideration the need for economic, social and environmental sustainability as well as sustaining peace.
- It includes a wide range of aspirations, from sustainable modes of production and consumption, to the eradication of all forms of poverty, to peaceful, inclusive and resilient societies.
- It is interconnected and indivisible, requiring coherent social, environmental, economic and peacebuilding, governance, and human rights outcomes. It also calls for transcending the silos among humanitarian, peacebuilding and development actions, particularly in fragile and crisis-affected situations.
- It is risk-informed and demands long-term perspective planning and engagement. It goes beyond the quantitative outcomes of the MDGs to consider qualitative outcomes (e.g., not just primary enrolment, but also quality of education acquired).
- It is universal, applying to all countries and to all people and calls for international collective action and solidarity.

Key principles and implications for SDGs in fragile situations

In fragile situations, the principles of the 2030 Agenda and the New Deal referred to above have particular implications for the design, implementation and success of the SDGs. It is therefore critical to pay attention to the following dynamics in designing and implementing the SDGs in fragile situations.

Leaving no one behind, prioritizing those farthest behind

The principle of leaving no one behind and first reaching those farthest behind dictates that development interventions begin with those rural communities, urban slums and vulnerable populations, including women and girls, youth, the disabled and the elderly, who have suffered historical neglect in the unequal pattern of development that often characterizes fragile situations. Leaving no one behind, if well applied, will fundamentally address the root causes and drivers of fragility: exclusion, marginalization, inequality, corruption, as well as their by-product, extreme poverty. Development planning in fragile contexts, where these root factors tend to be pervasive, would require sustained national and local community dialogues, the overhaul of the policy environment and a deep transformation of the institutional landscape. Data systems would also need to be re-designed to be inclusive and far-reaching to count those hitherto not counted in national development systems.

People evacuating their village in a flood hit area of Pakistan. Photo: Adhul Majeed Goraya, IRIN

The integration imperative

Most countries affected by fragility feel overwhelmed by the sheer size and scale of the SDG framework. For instance, the g7+ group of self-identified fragile states takes the position that, while the SDGs are considered indivisible and Member States are encouraged to preserve the integrity of the Framework, how countries choose to prioritize and sequence their adoption in their respective national and local development plans must be based on a 'suitability' basis. The integration principle supports this position. Integration mainly emphasizes doing away with the culture of silos that seemed pervasive during the MDG era.[43] Success with the 2030 Agenda depends on a country's ability to connect the dots across a broad range of goals and targets to promote synergy and thereby leverage the entire framework.[44] Also, the integration principle requires well-coordinated and coherent institutional arrangements. Besides, in fragile situations, the notion of 'suitability' could potentially be used as an excuse for choosing development priorities and sequencing implementation that are driven by political economy imperatives: political leaders going for 'quick political wins', efficiency and expediency, and selecting priorities that tend to benefit the politically influential while priorities of the most vulnerable could easily be forgotten, all in the name of 'suitability'.

The last mile challenge

The principle of 'last mile' challenges all countries to once and for all remove all impediments to human development, particularly exclusion, inequality, and marginalization – the vices that drive some members of society into the 'poverty and vulnerability trap'. In addition, the principle challenges countries and the international community to finish the job on a number of goals that the MDGs were designed to accomplish half-way, including getting all countries to a statistical 'zero' on hunger, poverty and preventable child and maternal deaths. The SDGs also commit to a last mile on data capability across all countries. One of its targets is to "increase significantly the availability of high-quality, timely and reliable data disaggregated by income, gender, age, race, ethnicity, migratory status, disability, geographic location and other characteristics relevant in national contexts" in all societies by 2020. All of the 'last mile' goals are particularly challenging for countries facing fragile situations.

Conflict-sensitive and risk-informed development

Most fragile situations are caused by protracted conflicts that have devastated the countries' capacities, eroded social and civic trust, entrenched the culture of violence and severely disrupted social norms and social order. Protracted conflicts have also depleted the resilience of institutions and systems. As proposed by the New Deal, paying attention to the constraints to peace, investing in prevention and preparedness and building the foundations for sustaining peace are imperative. There is also the growing interconnectedness of conflict, disaster, climate change and other risks. Integrated early warning and early action systems for conflict, climate, disaster and health risks are the most effective ways to address the multidimensional risks that threaten sustainable development and sustaining peace.

Embracing universality

The universality principle underscores that success of the 2030 Agenda depends in large part on global solidarity – to leave no one behind and to first reach those farthest behind – and on shared responsibility. Countries must ensure that their individual development practices, terms of trade and political conditions are not impediments to the progress of other countries. The principle calls on all countries to live with a sense of universal responsibility to care for the Earth and its people in every corner of the globe. Countries in fragile situations are often exposed to the double negative impact of this principle: a) they are often exposed to the negative impact of development approaches elsewhere, including pollution, price volatility, commodity dumping, etc.; and b) they tend to be part of a contagion of conflict and fragility or what UNDP refers to as the "zone of fragility and conflict". The spill-over effects of conflicts, disasters and economic stress from neighboring countries have directly harmed the sustainable development of countries in the zone of fragility and conflict. The application of the universality principle in fragile situations must take into consideration these unique challenges. The progress of one country in a zone of fragility and conflict is deeply entwined with the progress or decline of other countries in the region. Development planning should therefore not be excessively state-centric, but must take solidarity to the level of collective visioning, shared planning and collective acting. There must be platforms where

Remnant of war on Socotra, a small island south of Yemen. Photo: Oskar Lehner

countries in zones of fragility and conflict can exchange ideas on their development priorities and approaches as well as invest in burden-sharing and economy of scale.

One Vision, One Plan

In fragile situations, there is often a proliferation of development, peacebuilding, recovery, transition and humanitarian plans. These are often designed and implemented in parallel, overwhelming already chronically weak institutional contexts that are characteristic of fragile situations. Equally challenging is the accountability space. Humanitarians would argue that, based on humanitarian principles, they are only accountable to the most vulnerable people and not to the national systems of affected societies; development partners would also argue that, because national systems are only emerging out of crisis, they (the national systems) are too weak and too slow to deliver development results and should therefore operate outside of national systems. The longer these parallel frameworks continue, the less likely it is that countries will transform and strengthen their systems and exit out of fragility. Sustainable development would not be possible where multiple overlapping plans proliferate. Indeed, such plans can even inadvertently deepen fragility.

Supporting SDG-based development planning in fragile situations

In the last two decades, the wave of poverty reduction planning, led by the World Bank Group and supported by regional development banks and UN agencies, including UNDP, has improved the culture of development planning in many fragile situations. SDG-based development planning will not take place in a vacuum in fragile situations. Most countries affected by fragility have some development paths already in place, including national visions, some of which also coincide with the 2030 timeframe of the SDGs; and medium-term development plans (or poverty reduction strategies) put in place as steps towards achieving the vision. Also, a considerable number of countries in fragile situations are concluding their medium-term development plans, making the dialogues on incorporating the SDGs in their next medium-term plans very timely.

The good news is that SDG-based planning will have solid platforms as springboard. But there is also a shortcoming due to the fact that current development visions, planning frameworks, and institutional arrangements in fragile situations were designed to implement the MDGs. The MDG paradigm as already discussed leans towards growth as the path to poverty reduction and it is sectoral, with modest aspirations. It is difficult and sometimes conceptually unhelpful to formulate a development plan based on a new paradigm within a vision and structure designed based on a different paradigm. Countries in fragile situations with limited resources and driven by the urgency to deliver on critical life-saving development imperatives would be reluctant to completely overhaul their existing development frameworks and institutional contexts. A trade-off would thus be required, at least in the early stages of the SDG era, to ensure seamless and less disruptive transition. But care should be taken to avoid retrofitting the SDGs in MDGs logic.

UNDP has thought through these challenges and has designed tools and strategies for a fragility-sensitive contextualization of the SDGs in the development planning cycles and frameworks of countries in fragile situations. These are elaborated in this section. The section begins with a brief description of the Mainstreaming, Acceleration, and Policy Support (MAPS) approach that is designed by the UN Development Group (UNDG) to support Members States implement the SDGs. It is followed by an overview of UNDP's fragility-sensitive approach and then the fragility-sensitive application of the MAPS in fragile situations.

Overview of MAPS

The United Nations Development Group[45], at the request of the Member States, designed a common approach known as 'MAPS' (Mainstreaming, Acceleration, and Policy Support)[46], which is briefly described as follows:

Mainstreaming helps to land the 2030 Agenda at the national and local levels, integrating the SDGs into national, subnational and local plans for development and subsequently into budget allocations. The UNDG has issued the 'Mainstreaming Reference Guide' containing eight areas[47] for landing the 2030 Agenda at the national level in which UNDP has a strong comparative advantage to deliver effective support. These include awareness-raising, multi-stakeholder engagement, harmonization to break the silos, alignment of the SDGs to existing development plans, global advocacy support, budgeting, monitoring and assessing risks.

Acceleration focuses on helping governments accelerate progress towards the SDG targets by removing bottlenecks, harnessing opportunities and managing risks. For many countries, a crucial challenge in SDG implementation is to identify synergies and

Displaced farmer in Sudan farmed in arid land. Photo: Albert Gonzalez Ferran, UN

trade-offs across possible interventions and to find root bottlenecks that, if eliminated, could accelerate progress across multiple SDGs at the same time. UNDP has developed an Acceleration Tool that helps identify critical constraints to faster progress as well as the risks of derailment. It also assesses the readiness of the institutional and policy landscape of countries including, the institutional arrangements for coordinating and delivering the SDGs, existing strategies for resource mobilization to finance SDG implementation, and building whole-of-society accountability systems.

Policy Support: describes how the UN system is organized and what expertise and tools it has assembled to support countries in SDGs implementation. This paper describes UNDP's policy support offer to countries in fragile situations in the contextualization and implementation of the SDGs, as part of the UN policy support to SDGs implementation.

Principles of MAPS

MAPS in the context of fragile situations must be guided by the following principles, which are adopted from the UNDG MAPS guide[48] and informed by the New Deal for Engagement in Fragile States[49]:

- Strong ownership and leadership by governments and national stakeholder. All external support must be demand-driven, tailored to specific country conditions and needs, and complement and build on existing capacities available in a country and on development gains already made;

- Significantly simplify and reduce programming, business and service transaction costs for governments and communities including integrating and harmonizing common and agency-specific business processes, plans, and programmes;

- Work together as development, humanitarian and peacebuilding partners in fragile situations, using more integrated and harmonized approaches and teamed-up support, to achieve greater impact and accelerate progress; and

- Drive towards common delivery of results and strengthened accountability, human rights, gender equality and environmental sustainability.

Fragility-sensitive approach

The fragility-sensitive approach (FSA) to MAPS application to advance SDG implementation in fragile contexts requires a deeper understanding of the nature and extent of risks; the dynamics in a context including the capacities and vulnerability of the people, institutions and systems; the interaction between the risks and the contexts; and the implication for such risks for implementing sustainable development programmes, protecting sustainable development gains, accelerating development progress and building resilience. FSA also helps us understand how to facilitate the sustenance or recovery of people, institutions and systems in crisis and post-crisis situations. It is comprehensive and encompasses the full array of risks (not just conflict), processes, approaches and stages needed to undertake development that is transformative, that advances peaceful and cohesive societies and that promotes the building of resilient institutions, systems and communities.

The objectives of FSA are to:

- Reduce the risks and prevent the loss of development gains as well as the reversal of development progress;

- Increase the knowledge on the drivers and dimensions of fragility and the degree of resilience of individuals, communities and systems that still exists and which can be built upon to implement well-targeted sustainable development and sustaining peace interventions;

- Strengthen local and national systems to accelerate development progress, protect the foundations of peace and ensure the sustainable use of natural resources;

- Promote inclusive political processes, rule of law, safety and security, and ensure the full implementation of political settlements to sustain peace and promote cohesive societies;

- Support a country internal capacity (at all levels including the community level) to navigate itself out of a conflict and fragility. The capacity strengthening must include leadership, institutional performance and adaptability, accountability, and technological capability (including knowledge generation and absorption);

- Invest in understanding conflict drivers, the power dynamics of stakeholders/actors, the role of regional bodies and other countries in a 'zone of fragility', etc.;

- Address the factors that exacerbate the impact of natural hazards where they cannot be prevented; and

- Promote jobs and livelihoods programmes to advance inclusion and equity for the poor, reduce vulnerabilities, build resilience to recurring conflicts, foster social cohesion, foster women's empowerment and ensure effective management of biodiversity and ecosystems services.[50]

UNDP value proposition

Fragility-sensitive approach and building resilience in fragile contexts are core features of UNDP's 2014 - 2017 Strategic Plan. The Plan commits to building resilience through all UNDP areas of work. It also mandates dedicated efforts to reduce risk, prevent conflict and avoid major development setbacks through investing in rapid and resilient recovery from conflict-induced crisis and promoting stronger ability to prepare for and deal with the consequences of natural disasters. UNDP is very well placed to provide fragility-sensitive support to SDG implementation in fragile situations, drawing upon the following key strengths:

- Excellent and established relationships with and enduring presence in countries in fragile situations;
- Long-established experience of working successfully in fragile situations, including in countries in crisis. UNDP co-leads new thinking on humanitarian-development nexus in especially protracted crisis settings;

During Typhon Haiyan, Maria Carnecer huddled on her roof with one arm around her grandchildren and one arm around a statue of the patron saint of Tacloban. Photo: Jose Reyna, UNOCHA

- A strong partnership with the g7+ and the V20 groups of countries recently strengthened through memorandums of understanding;

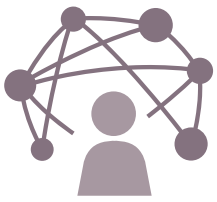
- In-house expertise in many of the areas of possible support, including governance and institution-building, peacebuilding and conflict prevention, gender equality and women's empowerment, disaster risk reduction and resilience-building, climate resilience, environmental management, livelihoods and economic recovery, inclusive political processes, working with parliaments, and development planning;

- Convening power to bring the right parts of the broader development system together to provide support and advance dialogue for development and peace.

Figure 4 illustrates the areas of UNDP's value addition.

FIGURE 4: UNDP VALUE-ADDITION FOR SDG IMPLEMENTATION IN FRAGILE SITUATIONS

UNDP offers: ***Presence and accompaniment, technical and convening expertise, and advocacy on the global stage***



PRESENCE

Extensive Global Presence
- Working in nearly 170 countries
- Operations in fragile situations, including in protracted crisis and in countries affected by climate change vulnerabilities
- Member of key development networks and coalitions

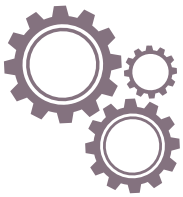
Government Ties and Policy Influence
- Longstanding in-country relationships with national stakeholders
- Rapport with national and local governments and legislatures
- Rapport with national actors, across all spectrums, including development and political actors, civil society and private sector

ADVOCACY

The Wider UN Development System
- Coordinates the UN Development Group and Resident Coordinator System

Credibility and Reputation
- Carries a neutral profile, bolstered by the UN flag
- Trusted by governments in sensitive situations

Broad Development Mandate
- Effective partner for governments in SDG planning and implementation
- Recognized commitment to sustainability and human development
- Fosters South-South exchange
- Strong credibility to lead global advocacy



EXPERTISE

Capacity Development and Implementation Experience
- Can fill national implementation gaps on underperforming loans
- Commitment to social and environmental standards
- Effective partner for project de-risking and piloting
- High standards for project quality, accountability and transparency
- Highly qualified staff and network of experts

Intellectual Resources
- Develops knowledge products and innovative financing tools
- Leads the UN on conflict, governance, development planning and development financing
- Strong track record on gender mainstreaming, gender equality, and women empowerment. UNDP is also leader of the UN gender maker tool

MAPS application in fragility-affected contexts

The resources described above will be drawn upon through a fragility-sensitive application of the MAPS to advance SDG implementation in fragile contexts as follows:

Mainstreaming

Fragile environments are often inundated with a multitude of overlapping humanitarian, peacebuilding and governance, and development needs. Some fragile environments are in crisis, while others are in the immediate post-crisis phase, and still others are transitioning to more stable development contexts, but with pockets of conflict, insecurity and life-saving concerns. Mainstreaming the SDGs must consider and balance the tensions among: a) striving to attain a deeper understanding of the root causes of violent conflict and fragility; b) enabling a prioritization of development goals that is guided by the imperatives of fragility; and c) recognizing the political dynamics of fragile contexts, including especially situations of protracted or continually evolving conflict.

Mainstreaming includes, first, aligning the SDGs with existing national visions, and national, local and sectoral development plans. This must be followed by a prioritization exercise to determine what the country wants to carry forward from current development plans while ensuring that the selected goals are consonant with the core principles of the SDGs and the New Deal, particularly the principle of leaving no one behind. A third important task is to harmonize all existing development, peacebuilding and humanitarian planning frameworks to ensure a coherent single planning framework to which all partners will contribute. UNDP support to mainstreaming the SDGs in fragile situations will focus on these areas, which are further elaborated here:

Awareness-raising and multi-stakeholder engagement

Achieving the broadest possible awareness about the SDGs among national stakeholders that includes the voices of the most vulnerable populations is a crucial first step in SDG implementation. Awareness-raising must be embedded in the development planning and delivery systems to have an impact on SDG implementation in fragile situations. Equally, the 2030 Agenda is focused on people and their prosperity, and its success therefore depends on meaningful peoples' participation and public ownership of the Agenda. Initiating and sustaining meaningful citizen engagement in mainstreaming and monitoring of SDG implementation in fragile settings poses particular challenges in promoting the voices of the most marginalized, including women and youth, and ensuring that their perspectives are taken into account in national development planning and implementation. This is even more complicated in situations where people are displaced and infrastructures (roads, communication, etc.) and security are poor. Through the UN SDG Action Campaign, UNDP will focus on popularizing the SDGs in fragile situations through innovative and creative communication mechanisms, and through direct engagement with relevant stakeholders. More specifically. UNDP will support countries in fragile situations to undertake the following actions:

- Map SDG mainstreaming efforts at national and subnational levels, strengthen data collection and analysis, and build multi-stakeholder partnerships.

- Develop and implement a communication strategy that leverages traditional and modern communication methods and disseminates targeted and simplified messages to educate the population about the SDGs. This will include training local media to understand the SDG framework and to promote it through TV shows, radio interviews and advertisements.

- Launch an innovation campaign to create and design large-scale online platforms to expand awareness among young people about the 2030 Agenda.

- Undertake a multi-stakeholder mapping exercise of all relevant government ministries, civil society organizations, the private sector, parliament, etc. to determine their capacities, resources, influence, geographical location, place in existing development system, and development priorities.

- Strengthen the capacity of civil society, parliament and think tanks to research and analyze government policies related to the implementation of the 2030 Agenda, including the application of crowd-sourcing technology, and conducting research and policy analysis to solidify the development information and evidence base.

- Establish a platform for continuous tracking, documenting and disseminating of real-life stories on sustainable development progress, particularly from among the most vulnerable populations, and build upon existing local and national multi-stakeholders' dialogue platforms to promote continued dialogue on development challenges and planning at all levels of the society.

- Conduct bespoke national, subnational and thematic surveys on SDG-related issues of particular local relevance and concern to promote and enable dialogue and engagement with officials and political actors at the national and local levels.

Designing development plans in fragile situations

- **Integrated and multidimensional fragility assessment:** Development planning must begin with understanding the fragility context. Fragility is multidimensional and requires the integration of a number of analytical tools to fully understand its dimensions. This includes understanding the power relations and the drivers of fragility, and identifying and analyzing the drivers of conflict, institutions and institutional context, natural hazards, and disaster exposure and vulnerability. UNDP is updating its range of analytical tools to harmonize and adapt them for SDG implementation support in fragile contexts. Among the tools are the New Deal Fragility Assessment, the Conflict-related Development Analysis (CDA), the Core Government Function Assessment, the Disaster Risk Assessment, and the Institutional Context

Agricultural work, harvesting, threshing corn in Afghanistan. Photo: Oskar Lehner

Analysis. The Recovery and Peacebuilding Assessment (RPBA, formerly PCNA) and the Post-Disaster Needs Assessment (PDNA) frameworks jointly designed by the UN, EU and WBG are important tools for strengthening multi-stakeholder partnerships for joint assessments and planning in recovery settings. UNDP is bringing these tools together in a one-stop support portal to ensure that they are linked, coherent, and can be easily drawn upon to conduct relevant analyses in fragile situations in their areas of relevance.

- **Alignment and balancing: A**lignment of the SDGs with national development frameworks, particularly in fragile situations, must begin with stocktaking to determine the progress already made on critical MDGs and which the 2030 Agenda mainstreaming process has identified as constituting a 'last mile challenge'. There should also be an assessment of the opportunities for accelerating progress in these areas. The review should assess the development planning process, including how prioritization was done, existing institutional arrangements, resource mobilization, and accountability systems. The stocktaking exercise lays the groundwork for dialogue on the other important areas, including the extent to which SDG targets and indicators may already be reflected in current development frameworks, as well as the need for further consolidation and harmonization of the development planning landscape. For fragile countries that are nearing the end of their mid-term development plans, UNDP will support the conduct of impact reviews as the starting point for domestication of the SDGs.

- **Rapid Integrated Assessments:** UNDP has designed the Rapid Integrated Assessment (RIA) tool to help countries determine the degree of alignment of their national and subnational plans with the 2030 Agenda. RIAs identify thematic gaps, highlight potential entry points to address them, and identify interlinkages among targets to strengthen coherence across sectors and related national governance structures to determine the country's readiness to embark on SDG implementation.

  At the request of governments and UN Country Teams, UNDP has already rolled out the RIAs in a number of countries, including countries affected by fragility. Initial lessons from the application of the tool in fragile situations show that, in these contexts, development priorities tend to be skewed to the risks or crisis. For instance, in conflict-related crisis contexts, the emphasis tends to be on peacebuilding and state-building solutions, whereas, in disaster-related situations, the emphasis is on disaster risk reduction and governance. While these are obvious, the emerging gap is the failure to link these solutions to the overall development agenda in these fragile contexts.

- **Prioritization:** Prioritization of development must be driven and owned by national actors at all levels of the society. But determining the priorities that a country pursues in its development plan, if not well managed, can be driven exclusively by the political imperatives of the elite. This is especially true in fragile situations. While politically driven prioritization is not necessarily a bad thing, in fragile situations where politics tends to be polarized, efforts should be made to make prioritization inclusive, based on a set of agreed principles and criteria for prioritization. Prioritization must include a) identifying those areas and populations that are lagging furthest behind; b) accelerating actions on areas where the country has made considerable progress and for which reaching the 'last mile' is in sight; and c) focusing on those areas that will help address the country's critical development challenges while also addressing the root causes of fragility.

- **Harmonizing existing planning frameworks:** In fragile situations, there often are parallel humanitarian, peacebuilding and development planning frameworks, delivery channels and oversight authorities. The SDG framework is indivisible. Maximizing its domestication in fragile situations requires promoting coherence and synergy across diverse humanitarian, peacebuilding, transition and development frameworks. UNDP will support, upon demand, national and local authorities to consolidate all existing plans, programmes, and implementation frameworks to move towards one development vision and one development plan, through extensive multi-stakeholder consultations. Harmonization will begin with:

- Supporting an assessment of how to develop a single planning framework as well as delivery and coordination architecture across humanitarian, recovery, transition, peacebuilding, and development actions, where applicable; and

- Supporting dialogue on the possible re-classification of the national budget and budget cycle in line with the new SDG framework.

The platform for 'One Vision, One Plan' is well established and the momentum for it is strong. The Stockholm Declaration of the International Dialogue on Peacebuilding and Statebuilding, the World Humanitarian Summit, the UN Resolutions on Sustaining Peace, and the UN's decade-long experience with 'Delivering as One' provide the experience and path for achieving this goal in fragile situations.

- **Localization:** In many fragile contexts development is often centralized, and predominantly concentrated in the capitals. Even in capitals, development tends to overlook slum dwellers. Localization refers to the process of designing, implementing and monitoring SDG strategies in ways that acknowledge and address the development priorities and opportunities at the subnational level. The principle of 'leaving no one behind' provides impetus for the localization of SDG implementation in fragile settings. In any country regardless of political context, local governance remains for the vast majority of men and women the most accessible level of engagement with public authority and state institutions. The subnational level is understood as the key site of delivery and development. UNDP's concept of local governance and local development sees the local level as not just a location but also, and more importantly, an approach and as a level of accountability for governance processes and local development processes.

- **Urbanization:** The support needed to strengthen the social contract is increasingly located in urban settings where there have been rising inequalities for decades. Addressing fragility through the SDGs will require paying far more attention to urban manifestations of fragility, conflict and violence, and to how decision makers organize urban spaces to address the challenges of social, economic and political integration. One quarter of the world's urban population lives in slums without basic services and social protection and this percentage is expected to double rapidly in the next decades. These challenges are compounded with the majority of migrants and displaced populations moving to urban areas, partially as a result of conflict and to seek better economic opportunities. UNDP's corporate strategy on sustainable urbanization emphasizes actions to promote cities that are inclusive, resilient and sustainable, which will guide SDG implementation in urban settings where pockets of fragility exist. To help countries meet these goals, UNDP will:

  - Support improved understanding of the role of cities in achieving the SDGs and support the design and prioritization of an urban SDG roadmap;

  - Establish linkages and coherence across and between national and local planning and budgeting instruments and processes; and

  - Convene local, national and international multi-stakeholder dialogues and south-south exchanges to develop solutions to complex urban development issues including violence and organized crime.

- **Engaging youth:** Given the large demographic that youth represent in fragile settings, their inclusion in political processes and in achieving the SDGs is imperative. Ensuring the participation of young women and youth in the implementation of the SDGs and in peacebuilding is also a UN system-wide and UNDP priority. The recent adoption of the ground-breaking Security Council Resolution 2250 (2015) on Youth, Peace and Security signals a recognition of the importance of engaging with youth as SDG champions and positive agents of change to build sustainable peace. Security Council Resolution 2282 (2016) on the 'Review of United Nations Peacebuilding Architecture' further recognizes the need to

support youth participation in decision-making at all levels and in peacebuilding processes as well as create enabling environments for youth to be protected and supported as partners for change. UNDP will, upon demand, undertake the following:

- Support the participation and leadership of youth in the resolution of violent conflicts;
- Help catalyse the expansion of employment opportunities through innovation and private sector engagement;
- Support disarmament, demobilization, and reintegration initiatives and the stabilization of post-conflict situations;
- Engage youth in inclusive political processes including promoting peaceful elections;
- Form youth champions for SDG implementation and ensure that the aspirations of youth are integral to SDG prioritization processes.

outh participate in SDGs awareness raising ceremony. Photo: Fábio Donato/UNDP Brazil

- **Promoting gender equality and women's empowerment through mainstreaming:** The precariousness produced by fragility has a strong gender dimension. As already discussed in this paper, while both men and women may suffer in crisis and fragile situations, the relatively disadvantaged situation of women and girls, their differentiated social obligations and responsibilities, and their increased vulnerability to gender-based violence often means that they are disproportionately affected in these environments. For this reason, an explicit focus on the needs of women is needed. The exclusion of women from peacebuilding and recovery processes, and from decision-making on issues that directly impact their lives including development planning, and the existence of significant structural gender inequalities (SDGs 5 and 10) all combine to undermine achievement of the SDGs. Addressing the gender inequality challenge features prominently in the SDGs, but much remains to be done. UNDP mainstreams gender perspectives across its programming, and addresses various forms of discrimination and disempowerment affecting women in fragile settings. UNDP will support local and national authorities to ensure a strong gender lens in incorporating the SDGs in national and local development plans.

Acceleration

There are multiple interconnected bottlenecks to SDG implementation in fragile situations. These may include resource constraints (technical, human and financial); poor and exclusionary (or lack of) political settlements or restrictive political environments; lack of infrastructure; limited capacity for economic productivity; persistent threats of disaster from natural hazards, climate change and environmental degradation; demographic stress; economic volatility; poor governance; marginalization; gender inequalities; and limited reach of state authority across national territory, among others. In addition to these constraints, many of which are of a technical and financial nature, the lack of a conducive political environment can inhibit access to technology, financing and the building of the right human capability to advance sustainable development.

UNDP has developed an acceleration tool to identify accelerators that could help remove impediments to reaching a number of targets across the SDGs. These tools systematically identify and analyze the bottlenecks that impede the effectiveness of these accelerators, and determine feasible solutions to remove them. Beyond this analytical acceleration tool, helping countries create conducive political environments through multi-stakeholder dialogues at all levels of society is pivotal to the success of the SDGs in fragile situations. UNDP will support local and national authorities in fragile situations to mitigate risks, improve performance on sustainable development and protect sustainable development gains through the following key initiatives:

- Developing and implementing risk governance systems;
- Strengthening monitoring and accountability systems;
- Strengthening national and local systems for delivering and coordinating development interventions; and
- Supporting the diversification and amplification of development financing sources and mechanisms.

Risk-informed Governance

Risk-informed governance is about mobilizing a whole-of-society approach to designing coordinated, integrated and comprehensive fragility analyses to inform all development planning processes. It allows for:

- the design of early warning and early actions mechanisms to monitor the impact of development efforts on fragility as well as the impact of exogenous risks on development progress;
- the anticipation and prevention of violent conflicts and natural hazards; and
- the strengthening of preparedness systems to mitigate the impact of disasters and to help communities recover from crisis quickly and better.

The processes used to achieve these goals also leverage established mechanisms, institutions and processes that enable citizens to articulate their interests, exercise their legal rights and obligations and mediate their differences to promote cohesive societies. Initial first steps toward promoting stronger risk governance include:

- Improving the legal and policy environment, including updating relevant laws and regulations as well as strengthening the implementation of disaster risk governance, conflict prevention and social protection programmes for the most vulnerable populations;
- Strengthening analytical capability among government actors, the private sector and civil society to identify and analyze the drivers of the environmental, economic, social, political and security domains of fragility; and
- Building early warning and early action infrastructure at all levels of society, with particular focus on supporting women's groups as primary early warning actors for conflicts and disasters.

Engaging National and Local Institutions

Current institutions and institutional arrangements in countries facing fragile situations were mostly designed either to respond to crisis, to manage transition and support recovery or to achieve the MDGs. These institutions and the entire institutional context will need to be reviewed and adapted to long-term development planning and implementation to achieve the SDGS. The SDGs demand higher quality performance and results focus, more effective coordination and coherence in recognition of the interlinkages of the goals. They also require fluid interaction and coordination between the local and national levels as well as effective and efficient supply management systems to expedite development delivery in a way that enables first reaching those farthest behind. This level of institutional efficacy requires innovation and a firm commitment across society to succeed.

Strengthening and using country systems

Strengthening and using institutions and systems in fragile situations has been a perennial challenge. A key commitment in the New Deal is **the strengthening and use of country systems** for delivering development. While there has been some progress on this commitment, it is quite modest. Development partners are still reluctant to use country systems for their development support primarily because of the continuing weakness of those systems, their limited absorptive capacity, and the real and perceived fiduciary risks involved. Some partners have argued that the overall political economy in fragile situations still makes the risk of using country system very high. However, the success of the SDGs would be significantly enhanced by building capable and resilient institutions that can drive and sustain development gains. Without the strengthening and use of country systems, it will be impossible to build capable and resilient institutions. The launch of the SDGs presents a new platform and a unique opportunity to relaunch this conversation, between governments of countries in fragile situations and their development partners. The development cooperation effectiveness agenda and the New Deal Compact process constitute appropriate frameworks for that conversation.

UNDP has developed a range of tools to help national and subnational authorities in fragile situations strengthen their delivery and coordination institutions, and their institutional arrangement for SDG implementation. UNDP also has the enduring presence and convening expertise that it will deploy, in support and at the request of national authorities and development partners, to launch country dialogues on the strengthening and use of country systems. More specifically, UNDP will support the following initiatives to promote the readiness of country systems and institutional arrangements in fragile situations:

- A formal appraisal of the institutional context through the use of its Institutional Context Assessment (ICA) tool.[51] The ICA will help authorities in fragile situations as well as development partners to understand the power dynamics, key stakeholders and their level of influence; the delivery capacity, interaction and performance of institutions; and the incentives for leaders of government agencies to participate in development efforts and to protect development gains. Among others the ICA tool will:

    - Help authorities and other stakeholders to understand how resources are mobilized and distributed;
    - Assess the negative impact of corruption and other avenues for leakages in development financing;
    - Assess the history and pattern for prioritizing development at national and sub-national levels as well as the constraints that local and national institutions face in delivering development efforts;
    - Scan the risks that could derail development progress and undermine support to marginalized populations; and
    - Assess the efficacy of various development delivery agencies including the fluidity and coherence of vertical interactions between institutions at central and local levels, as well as, horizontal coherence among delivery institutions.

    The results of the ICA will feed into national dialogues for SDG-based development planning, particularly on the re-design of the institutional context where needed. It will also provide the evidence needed for country dialogues on the use of country systems.

- Convene dialogues between national stakeholders and international development partners to discuss the necessary changes required to the budget system to advance the SDGs. Many fragile situations are incrementally adopting the medium-term expenditure framework (MTEF), which is designed as part of public financial management efforts, to help governments examine public spending to best serve national development objectives in the medium term. While the impact of this framework on the quality of development is still being investigated, SDG mainstreaming and implementation call for a dedicated assessment of the suitability of the MTEF for SDG planning, considering its emphasis on sector-based planning. UNDP will support authorities in fragile situations to conduct such assessments.

Tracking progress: building comprehensive monitoring and accountability systems

Establishing reliable M&E systems based on disaggregated indicators that can be monitored at national and subnational levels is pivotal to SDG implementation in fragile situations. In the MDG era, many countries affected by fragility were seriously deficient in monitoring and accounting for development progress. Quality indicators did not exist. Where some indicators existed, the sources of data were limited. These countries continue to have the lowest capacity and experience in monitoring and reporting on development results. The 2030 Agenda further complicates the accountability challenge in fragile situations, considering its ambitious and integrated nature. Its principle of leaving no one behind and first reaching those farthest behind dictates country-wide monitoring of all data sources. The SDGs also transcend the state-centrism that characterized the MDGs. States that are part of regional 'zones of fragility' will need to collaborate with other governments in the affected region to monitor transnational indicators that affect sustainable development and peaceful coexistence.

UNDP has a strong track record in supporting national governments and regional organizations to produce harmonized data across time and space, particularly in Africa and including in fragile situations. UNDP helped pioneered capacity development for accountability and for the production of peace and governance statistics and indicators, through its support to the African Union Commission (AUC) within the framework of the AUC's Strategy for the Harmonization of Statistics in Africa (SHASA). UNDP is supporting the Praia City Group, under the UN Statistical Commission, to expand on that experience by incorporating governance and peacebuilding indicators in all national official statistics. The Praia City Group is a grouping of national statistical offices with the mandate to develop international recommendations on the production of official statistics on governance, particularly to advance SDG 16. Together with the Open Government Partnership and the Community of Democracies, UNDP is also helping countries at their request to develop periodic scorecards to monitor Goal 16 progress and data gaps. Drawing on this wealth of experience, UNDP will provide the following demand-based support to national and local governments in fragile situations:

- Support assessments of data requirements, data harmonization capacity and the human and technological resource needs of national statistical offices;
- Accompany authorities in the development of national policies and strategies for building sustainable M & E systems and develop the capability to coordinate data production mechanisms, and to use big data;
- Help review existing sector-specific data systems and link them all together through web-based national portals and dashboards to establish data ecosystem that can be monitored in real time;
- Promote the development and entrenching of the culture of evidence-based development planning through education, support to civic groups and regular dialogues and conferences on statistics and accounting for development; and
- Facilitate South-South exchange on monitoring and reporting and on developing and managing national statistical systems among countries affected by fragility through the g7+, the V20[52] and other platforms of countries affected by fragility.

Financing and resource mobilization

While ODA still remains a vital source of development finance in fragile situations, the scale of resources required to advance progress on the SDGs in fragile situations requires exploring and tapping into a range of other sources of financing. These include, but are not limited to, a hybrid combination of savings; loans and insurance; remittances; government social safety nets; subsidized and free contributions in kind from the private sector and philanthropists; crowd-funding and cash transfer from domestic, regional and global humanitarian actors; etc. To respond to the challenge of linking development policies with financing instruments, tools and strategies, UNDP has launched a new online platform (www.undp.org/content/sdfinance/). The platform provides guidance on how to review financing solutions – from green bonds and impact investment to fuel taxes and ecological fiscal transfers – to develop national SDG financing strategies.

The website is a compass to navigate across financing solutions. It is an intelligent database that describes the advantages, disadvantages, risks and main characteristics of each financing option in the bundle. It profiles case studies and refers to multiple external sources, including e-learning and advanced guidance material, where available. Solutions can be searched depending on the financing option sought, the financial instrument used and the sector or most relevant SDG(s). UNDP will draw upon this rich package, and on its membership in the International Dialogue on Peacebuilding and Statebuilding and in other networks, to support countries in fragile situations to expand their development financing base. The following specific tasks are among UNDP's initial offer of support in countries in fragile situations:

A woman in a training centre for national handicrafts, Demra, Bangladesh. Photo: M. Wild, UN

- **Support context-specific comprehensive assessment of current expenditures, financing needs and opportunities:** Upon request, UNDP will support national authorities to undertake a comprehensive financing needs assessment, including determining the volume of current public and private expenditures and the investment required for the given country to design and implement development plans that are based on the SDGs. The assessment will include a thorough analysis of:

    - Current patterns of expenditures and investment opportunities for private financing and the policy requirements for harnessing these opportunities;

    - Existing accountability framework for monitoring and reporting on investments, including how to harmonize and aggregate investment needs across all the priority areas of a development or sector plan;

    - How to build capable, transparent and accountable institutions and how to achieve measurable progress in fighting corruption in all its forms and to promote efficiency savings to expand the fiscal space; and

    - How to improve country systems to adhere to global principles for effective development cooperation.

    Already, UNDP's biodiversity finance initiative, the poverty and environment initiative and climate-related portfolio have reviewed expenditure and investment patterns in more than 50 countries. This experience and materials will be drawn upon to support countries in fragile situations.

Street Scene, Eritrea Photo: Oskar Lehner

- **Strengthen national and local capacities for domestic revenue generation:** Significant international attention is being paid to domestic resource mobilization. Domestic resources are the largest and most important source for sustainable development financing. At the same time, it is widely acknowledged that tax avoidance and evasion, in particular by wealthy individuals and multinational companies, are major challenges for countries in fragile situations where institutional capacities, including tax regulation and revenue institutions, are weak. At the Third International Conference on Financing for Development in Addis Ababa in July 2015, governments made a strong commitment to *"enhancing revenue administration through modernized, progressive tax systems, improved tax policy and more efficient tax collection"* and agreed to *"improve the fairness, transparency, efficiency and effectiveness of tax systems"*.[53] The UNDP-OECD project "Tax Inspectors without Borders"[54] is designed to tackle the challenge of weak tax audit capacity by deploying experienced tax audit experts for a pre-agreed period of time in developing countries' tax administrations. Under the Tax Inspectors without Borders (TIWB), audit experts are deployed to work alongside local staff on specific tax audit cases and to share knowledge and skills with local officials through a targeted, real-time 'learning-by-doing' approach. UNDP has already begun to support countries in fragile situations through this initiative. The resource is available at the request of countries in fragile situations, with funding from the New Deal Implementation Support Facility.

- **Private sector investment and blended instruments:** To strengthen the domestic revenue base, UNDP, through its private sector centre in Istanbul, will help strengthen private sector engagement in SDG implementation in fragile settings. The private sector can create jobs, drive infrastructure development and strengthen the sense of normalcy and peace. Many countries in fragile situations do not attract private sector investment primarily due to lack of infrastructure, weak governance, and political constraints. Since 2012, UNDP has worked with the International Financial Institutions (IFIs) and other development partners to leverage additional resources and expertise for working with the private sector. A particular focus of this engagement has been innovative finance for enterprise development in fragile situations and exploring the linking of IFI instruments such as equity (venture capital), loans and guarantee facilities, etc. This expertise will be made available to countries in fragile situations to implement the SDGs.

- **Advocating for targeted and predictable development assistance:** Official development assistance (ODA) plays a significant role in exiting fragility and eradicating poverty in all of its forms. It will continue to do so in the SDG era. In some countries affected by fragility, ODA constitutes 55 percent of gross domestic product.[55] To achieve tangible results and leverage sustainable development, however, ODA must be significant, targeted, catalytic and sustained. UNDP leads and coordinates efforts in the UN System and will expand its work on aid coordination to support advocacy for increased targeted support for SDG implementation in fragile contexts. Knowledge and technology will play a major role in crisis prevention, and so will programme targeting, service delivery and monitoring and quality control. UNDP will also focus attention on reducing transaction costs, accelerating decision-making processes and maximizing impact. It will increase support to strengthening the readiness of country systems and will support governments in advocating for the use of national systems in delivering development support.

- **Mobilizing external grants:** In recent years, the number of countries outside of the OECD-DAC that is more favorable to concessional assistance to countries affected by fragility, has been growing considerably. These include the BRICS (Brazil, Russian, India, China and South Africa), some countries in Latin America and Southeast Asia, and some Arab countries. UNDP will support countries in fragile situations to tap into these new sources of funding as part of its support to broadening the resource base.

Overall, UNDP support to countries in fragile situations to strengthen SDGs financingwill include assessing the policy and institutional context for development financing, supporting public and private expenditure reviews to expand the fiscal space, support to national and subnational authorities in costing development plans, and support to develop a robust development financing strategy.

Strategic partnership to advance SDG implementation in fragile contexts

No single group or entity can support SDG implementation in fragile settings by itself. The role of partnerships and coherent engagement is critical. A new blend of partnerships, involving traditional and non-traditional donors, governments, international financial institutions, philanthropists, the private sector and a wide range of national and international NGOs, is a necessity for achieving the SDGs in fragile contexts. UNDP works with a wide range of partners, including other UN agencies, International Financial Institutions (IFIs) including regional development banks, the European Union, regional intergovernmental organizations, national government institutions, bilateral donors and a wide range of international and local civil society organizations. UNDP will support partnership building for SDG implementation in fragile situations, in the following ways:

- UNDP's partnerships and interagency mechanisms is an efficient tool to promote operational partnerships with key entities within and outside the UN System. Partners within the UN system, include the Department for Peacekeeping Operations (DPKO), Department of Political Affairs (DPA), and the Peacebuilding Support Office (PBSO) and UN Country Teams. Through the Inter-Agency Standing Committee (IASC), UNDP will also engage with international NGOs in crisis settings to advance SDG implementation. Most of the UN interagency partnerships – such as the UNDP-DPKO-led Global Focal Point for Police, Justice and Correction, the UNDP-DPA joint programme on Building National Capacities for Conflict Prevention and the UNDP-UN-World Bank Interagency Platform on Core Government Functions – target fragile contexts. The Integrated Mission Planning Process also provides an important framework at the design and implementation stages of transitions of peace operations. The Senior Peacebuilding Group serves as a forum for policy discussion related to peacebuilding and guidance with regard to the Peacebuilding Fund (PBF). These will remain vital to mainstreaming and achieving the SDGs in fragile situations.[56]

- UNDP will continue to strengthen its partnerships with global peacebuilding, climate change and disaster risk reduction and resilience policy institutions. A good example of such partnerships is UNDP's participation in the International Dialogue on Peacebuilding and Statebuilding (IDPS), which includes its co-chairmanship of the International Network on Conflict and Fragility (INCAF), and its support to the g7+ group of fragile and conflict-affected countries. UNDP contributes towards shaping the jointly agreed policy initiatives and positions emerging from these processes and adopts and applies them in its ongoing work. UNDP and the g7+ group of countries entered into a Memorandum of Understanding on 5 April 2016 to jointly support SDG implementation in g7+ countries. UNDP has also signed a Memorandum of Understanding with the Vulnerable-twenty (V-20)[57] group of countries established to strengthen prevention and preparedness against climate-change- and disaster-related risks.

- UNDP is working with Member States, civil society and the private sector to establish a global alliance for the support of SDG 16, to exchange experiences on the most appropriate pathways to building peaceful, just and inclusive societies within specific national and local contexts. The Global Alliance builds on ongoing efforts and networks on SDG 16, including the work of the Praia Group on Governance Statistics and the Open Government Partnership.

Rwandese women returning to their villages after a day of work on the fields. Photo: Oskar Lehner

UNDP dedicated projects for SDG implementation in fragile settings

In addition to the package of support on the contextualization of the SDGs, as, described above, UNDP has designed a number of projects to support the realization of specific goals in the SDG framework. Three of the key initiatives are described here.

Building peaceful, just and inclusive societies to accelerate implementation of the SDGs

The growing evidence of the link between peaceful societies with responsive institutions and sustainable development was the impetus for the inclusion of Goal 16 in the 2030 Agenda. More importantly, the adoption of Goal 16 by Member States is a recognition of the importance of a governance-informed development approach. That is, the recognition that governance is part and parcel of sustainable development. As such, 'Making Progress on the SDGs by Building Peaceful, Just and Inclusive Societies' is one of UNDP's umbrella initiatives at the global level that provides support to SDG implementation, and particularly in fragile contexts, where the targets of SDG 16 are important entry points for the entire SDG agenda. The mainstreaming of Goal 16 in countries affected by violent conflict and fragility requires a deeper understanding of how to: a) sustain peace, including managing the implementation of political settlements; b) address the legacy of conflict; c) encourage and strengthen national and local leadership; d) facilitate the creation and institutionalization of public dialogues to build consensus for positive change; and e) design new ways of strengthening core government functions with full reach across the country[58].

UNDP support to the implementation of Goal 16 focus on the following outputs: a) mainstreaming SDG 16 into national and local contexts (capacity, tools, thematic support); b) developing inclusive mechanisms for monitoring, reporting and accountability (including support to the Praia City Group, the virtual network on indicators for SDG 16, etc.); c) building a global platform for policy support and knowledge management related to SDG 16; and d) creating collaborative multi-stakeholder partnerships at the global, national and local levels (a global alliance of member states, civil society, private sector, UN entities; annual report; advocacy efforts). The project will contribute to Goal 16-related outcomes in the following areas:

- **Conflict prevention:** Over the past 10 years, UNDP has assisted nearly 50 countries in the establishment of national mechanisms for promoting peace and empowering national and local mediators. These help prevent and de-escalate conflict through peaceful dispute resolution and early warning and early response systems. The focus here is on promoting dialogue and consensus-building. The deployment of peace and development advisors (PDAs) is part of this approach, and is done in partnership with the UN Department of Political Affairs, the Peacebuilding Support Office, and the Peacebuilding Fund. PDAs are an important analytical resource in countries where they are deployed.

- **Infrastructure of Peace:** To advance SDG 16, UNDP will focus on strengthening national and local capacities at all levels to resolve disputes and conflicts peacefully, including through social dialogue and reconciliation processes, bringing different social sectors to talk and act together and strengthening the capacity of institutions to mediate and prevent tensions from escalating to violent conflict. Specific activities that fall within the conflict prevention area include:

Development of local peace committees with strong women's participation and leadership; establishment of rapid response mechanisms and institutions to mitigate and respond to conflict; training in conflict resolution skills; supporting and accompanying 'insider mediation' capacities to steer nationally owned and led efforts to prevent, manage and resolve tension; assistance in establishing ministries of peace and social cohesion, or commissions that offer peacebuilding technical support.

- **Core government functions (CGFs):** SDG 16 highlights the need to build peaceful and inclusive societies by establishing effective, accountable and transparent institutions. Lessons learned suggest that, in fragile and post-conflict environments, the focus should be placed first on enabling core government functions (CGFs) to ensure that public finance, civil service management, capacities to coordinate public policy and the extension of state authority to the local level can help stabilize a still fragile government apparatus. In order to foster the strengthening of CGFs centred on an improved understanding of fragility, UNDP will focus on rapid and context-specific support to restoring and/or reforming CGFs – namely, the civil service, the central government, public finance management, local governance and aid coordination – in fragile situations to build state capacity to deliver necessary services. A related objective is to help engender responsive, accountable and inclusive institutions that inspire public confidence in the state, where there is a strong correlation between people's expectations of what the state (and other actors) will deliver and the institutional capacity available within the state (and other actors) to meet those expectations.

SIMEX simulation exercises for hurricane and floods, Haiti. Photo: UNDP Haiti

The project will support assessments of CGFs based on the joint UN/WB-designed diagnostic framework; provide implementation assistance to progressively address institutional capacity in a wide spectrum of fragile states and situations; develop policy guidance and technical tools based on lessons from practice and research; improve engagement and collaboration among UN development system and other partners; and facilitate South-South exchanges and global knowledge in strengthening CGFs in conflict-affected states and fragile situations. The novelty of this approach lies in the fact that it aims to proactively address the gap between what is technically possible, normatively desirable and politically feasible in contexts of fragility. This includes thinking and working politically to better identify, prioritize and sequence rapid CGF assessments to understand the underlying political settlement, critical emerging CGF issues, fragility triggers, risks, challenges and entry points for dialogue with the government, and policy implementation guidance that integrates CGF support in line with locally driven priorities.

- **Rule of law, justice and security:** Strengthening the rule of law in fragile contexts is crucial for peace and development. UNDP supports 40 countries affected by conflict and fragility to develop comprehensive national justice and security sector reform strategies as well as capacity development support to state institutions to provide essential justice and security services. UNDP also focuses on violence reduction and citizen security, service provision, access to justice for marginalized groups, women's security and access to justice, transitional justice and supporting the needs of victims. In several crisis countries, UNDP delivers its rule of law support through a global focal point arrangement, which brings together the UN Department for Peacekeeping Operations (DPKO), UN Women, the Office of the High Commissioner for Human Rights (OHCHR) and the UN Office for Drugs and Crime (UNODC).

  Alongside other partners such as OHCHR, UNDP also works to enhance the capacities of national human rights protection systems and human rights defenders, and promotes implementation of human rights standards on the ground. In many fragile contexts, UNDP works with national human rights institutions to strengthen their monitoring and oversight responsibilities, including documenting the violations of human rights, advocating for the adherence to human rights standards during crisis or conflict, and promoting accountability of actors. As part of the Human Rights up Front initiative launched by the UN Secretary-General in 2013, UNDP has a co-leading role with DPA and OHCHR in the UN system-wide response to serious human rights violations as a prevention measure. The International Small Arms Control Standards (ISACS), whose development is led by UNDP, also contributes directly to implementing SDG-16, including Target 16.1 to "significantly reduce all forms of violence and related death rates everywhere" and Target 16.4 to "significantly reduce illicit […] arms flows." The standards are currently being used in more than 90 countries.

- **Social cohesion and inclusion:** Attention will need to be paid to promoting social cohesion and empowering countries and communities to become inclusive, as well as resilient to external and internal shocks. Political and social exclusion is a fundamental contributor to fragility, instability and conflict. In contrast, where societies are more inclusive and participatory, they tend to be perceived as having more legitimate and effective governments and, as a result, to be more peaceful and resilient. Progressing out of fragility thus requires inclusive political processes that commits all relevant actors to a shared vision for what needs to happen and how to build peace and fight poverty.

  Space in which citizens can freely organize and exchange ideas and information is vital for inclusive politics. Meaningful political dialogue is an essential precondition for constitution-making processes to produce political settlements that go beyond mere bargains between elites. The election cycles that flow from such settlements will, at their best, maximize the building of inclusive and representative institutions. Once constituted, such institutions, especially national parliaments, need systems and processes that enable the diverse interests represented within them to work – with one another and with citizens – in the national interest. This is particularly the case regarding fostering national dialogue on development priorities that integrate the economic, social and environmental priorities of Agenda 2030, and making laws that advance those priorities and monitor their achievement. The project will also mainstream and address gender and youth issues in order to reduce vulnerability and to harness the potential of women and youth in building capable and resilient institutions.

Addressing disaster and climate change vulnerability

To address fragility and vulnerability caused by disaster, climate change and broader issues of environmental degradation, including those that overlap with violent conflicts, economic volatility, etc., UNDP has designed a dedicated offer under its 5-10-50 Partnership Initiative for Risk Informed Development. The 5-10-50 is a global partnership between multilateral actors designed to deliver risk-informed development in the context of the Sendai Framework for Disaster Risk Reduction, the Paris Climate Agreement and the SDGs. The fragile states window under this initiative offers a coherent approach to tackle the interface between disaster, conflict and fragility by seeking opportunities for co-benefits for disaster risk reduction (DRR), peacebuilding and state-building. The Initiative will advance disaster preparedness and prevention in fragile and highly vulnerable settings to ensure risk-informed development and recovery for communities, and lay the foundation for resilience-building through the following:

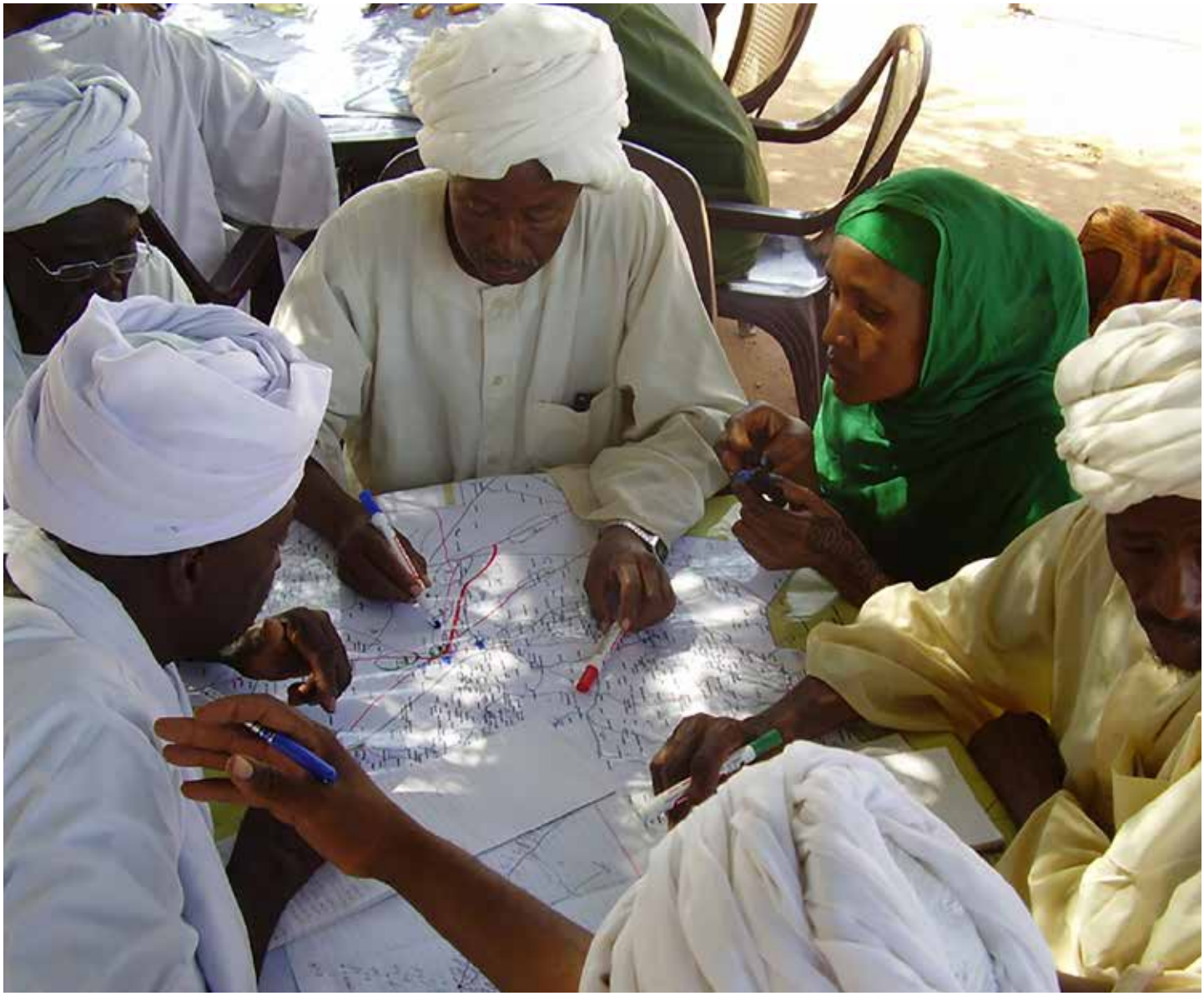
- **Disaster risk governance (DRG) and resilience:** 'If development isn't risk-informed, it isn't sustainable development.' This is a basic premise of all UNDP work, and especially in fragile situations. Making development risk-informed not only improves development practice, but encourages a culture of prevention, preparedness and resilience-building. UNDP defines disaster risk governance as *"the way in which public authorities, civil servants, media, private sector and civil society coordinate at the community, national and regional levels in order to manage and reduce disaster and climate related risks."* (UNDP, 2013: 26)[59]. DRG requires making available sufficient levels of capacity and resources to prevent, prepare for, manage and recover from disasters while building resilience. It also entails mechanisms, institutions and processes for citizens to articulate their interests, exercise their legal rights and obligations and mediate their differences. The Sendai Framework lists 'strengthening disaster risk governance to manage disaster risk' as one of four Priorities for Action. UNDP takes a comprehensive approach to disaster risk governance including prevention across disaster risk reduction and potential conflicts, preparedness, and resilience-building.

  Preparedness: For fragile contexts where formal government structures are in place, improving state responsiveness to the needs of disaster-affected communities is the first priority. This will contribute to institution building, capacity to manage grievances, and strengthen engagements between state authorities and civil society including local community groups. A clear first step to promoting stronger governance for DRR is improving relevant laws and regulations as well as strengthening their implementation as part of the country's readiness for disaster response and recovery. UNDP is increasingly supporting the use of risk insurance and cash programming for SMSEs to limit the impact of crises on local businesses and to support resilient recovery. UNDP is also exploring foresight-planning methods that bring together citizens and governments on 'possible, probable and preferable' future scenarios to strengthen their capacity to mitigate risks, maximize opportunities and speed up the delivery of development results. Foresight-planning exercises have already been facilitated in countries like Tonga and Rwanda.

  At the WHS Secretariat, UNDP joined efforts to establish a Global Preparedness Partnership (GPP) between the V-20, donors and multilateral organizations to strengthen preparedness and predictable arrangements for response and recovery in the most climate change and disaster vulnerable, at-risk countries. The partnership is demand-driven (through the V20 representation) and predicated on the notion that countries' readiness can be achieved only by bridging humanitarian and development programming. As such, the partnership is specifically designed to tap into various funding sources, including budget lines related to climate, disaster, vulnerability/fragility, disaster-induced displacement, etc. The V20 finance ministers officially launched the platform at their meeting of 14 April 2016.

- **Prevention:** UNDP is supporting the establishment of integrated early warning and early actions systems at all levels of fragile and vulnerable communities. In Bangladesh, through its Comprehensive Disaster Management Programme, UNDP has worked with partners to enable access to life-saving early warning systems for 110 million cell phone users. This has extended flood forecast lead times from three to five days, with the potential to save lives, livelihoods and assets for the 88 million people living in four river basin areas, and to reduce crop losses by 20 percent during severe floods. Lessons from these early successes will be drawn upon to support early warning and early action systems in fragile situations.

- **Recovery and Resilience-building:** Most-disaster recovery processes will be used as opportunities for strengthening state legitimacy and social cohesion through gender-sensitive post-disaster recovery planning; ensuring fair, inclusive and non-discriminatory recovery; supporting better management of and more equitable access to natural resources and social services; implementing cash-for-work programmes; supporting effective resettlement of displaced populations; etc. Investment in post-conflict reconstruction and recovery provides unparalleled opportunities to make inroads in reducing vulnerability to natural hazards and climate risks. In fragile contexts where state functions tend to be weak, local-level interventions often provide the only entry point for resilience-building measures. UNDP will prioritize community-based DRR initiatives that combine early warning and preparedness, small infrastructure investment and resilient livelihoods. In all community-based DRR initiatives UNDP will seek to systematically promote participatory and inclusive processes60 to contribute to social cohesion and peace.



Community risk mapping in Sudan. Photo: UNDP Sudan

- **Address climate change:** UNDP's Boots on the Ground project, which was launched in 2010, will provide technical and policy support to at least 26 LDCs, many of which are in fragile and/or vulnerable situations, to strengthen national capacities to respond to and plan for the impacts of climate change. The initiative also focuses on strengthening the integration between climate change and disaster risk management. A network of national climate change policy advisors and regional experts supports a number of LDCs, including fragile states, in Africa, the Arab States, Asia-Pacific and Latin America. Among other things, the advisors: a) provide capacity-building and policy support on specific climate change areas relevant to national contexts; and b) ensure that climate change considerations are fully integrated into development planning strategies at the national, sector or subnational level and into the UN development assistance framework and humanitarian appeals frameworks.

SDGs and the New Deal Implementation Facility

As part of implementing the Stockholm Declaration of the International Dialogue on Peacebuilding and Statebuilding (IDPS), which was launched on 5 April 2016, UNDP administers the New Deal Implementation Facility. The Facility will support the achievement of the five commitments in the Stockholm Declaration, namely: a) addressing the root causes of fragility; b) implementing the SDGs in g7+ and other fragile countries using New Deal principles, including support to South-South cooperation, particularly the g7+ initiative on Fragile-to-Fragile Cooperation; c) broadening partnerships for SDG and New Deal implementation in fragile contexts; d) strengthening New Deal implementation country dialogue platforms; and e) supporting global engagement by the g7+, civil society and the International Network on Conflict and Fragility (INCAF). Whereas UNDP's support to addressing fragility is wider in scope, this project will prioritize support to members of the International Dialogue group of self-identified fragile states—the g7+. It will complement UNDP's broader work on fragility, particularly its work on SDG 16 and vulnerability in the V20 group of countries. Specific activities will include, among others, the following:

- Support to country-level New Deal implementation including but not limited to: Fragility Assessments, Development of National Plans, Reinforcement of Aid Coordination and Management Systems, Development of Compacts, Institutional Strengthening, etc.

- Build and operate a platform for a community of practice on SDG implementation in fragile situations, including a web-based platform for knowledge and experience exchange in g7+ countries;

- Support national and regional CSO networks for monitoring SDG implementation in g7+ countries, including reviews and meetings where CSOs from various fragile situations will report on progress and bottlenecks;

- Strengthen women's roles in SDG implementation in g7+ countries through regional and global dialogues of women's groups;

- Support the g7+ in delivering periodic technical meetings that bring together focal points from g7+ countries to monitor and exchange experiences on progress on country-specific indicators and the 19 indicators adopted by the g7+ for cross- country comparability;

- Provide demand-based technical and innovative support on domestic resource mobilization, including taxation capacity, in g7+ countries;

- Establish an expert roster of internal UNDP staff and external experts to support SDG implementation in g7+ countries.

Endnotes

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57. The V-20 is a group of finance ministers from 43 countries that are most vulnerable to climate change. They include Afghanistan, Bangladesh, Barbados, Bhutan, Burkina Faso, Cambodia, Comoros, Costa Rica, Democratic Republic of the Congo, Dominican Republic, Ethiopia, Fiji, Ghana, Grenada, Guatemala, Haiti, Honduras, Kenya, Kiribati, Madagascar, Malawi, Maldives, Marshall Islands, Mongolia, Morocco, Nepal, Niger, Palau, Papua New Guinea, Philippines, Rwanda, Saint Lucia, Senegal, South Sudan, Sri Lanka, Sudan, Tanzania, Timor-Leste, Tunisia, Tuvalu, Vanuatu, Viet Nam, and Yemen.

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