

The United Nations and the European Commission Working together in Development and Humanitarian Cooperation. The Partnership between the UN and the EU (excerpts)*

Introduction

The European Union (EU) and the United Nations (UN) are natural partners. They are united by the core values laid out in the 1945 Charter of the United Nations and the 1948 Universal Declaration of Human Rights. Their partnership in development is guided by the international policy agenda encapsulated in the UN Millennium Declaration of 2000 and the eight Millennium Development Goals (MDGs). The MDGs are the world's targets for dramatically reducing extreme poverty in its many dimensions by 2015 – income poverty, hunger, disease, exclusion, lack of infrastructure and shelter – while promoting education, health and environmental stability. The goals also recall basic human rights, such as the rights of each person to health, education, shelter and security, as pledged in the Universal Declaration of Human Rights and the Millennium Declaration. Also highlighted is the crucial importance of gender equality and empowerment of women as effective ways to combat poverty, hunger and disease and to stimulate development that is truly sustainable. The «Millennium Development Goals» are the most broadly supported, comprehensive, and specific poverty reduction targets the world has ever established, so their importance is manifold. The European Union is actively engaged in shaping and implementing the global development agenda. It had a key role in the elaboration and implementation of UN instruments such as the Kyoto Protocol on Climate Change (Kyoto, 1997), and in ensuring the success of international conferences on Financing for Development (Monterrey, 2002), the World Summit on Sustainable Development (Johannesburg, 2002), and the UN World Summit in September 2005. The EU has also demonstrated international leadership in promoting the achievement of the MDGs through its collective commitment to reach the UN target for official development assistance (ODA) of 0.7 per cent of gross national income by 2015, and through its efforts to improve the quality of aid in the negotiation and follow-up to the 2005 Paris Declaration on Aid Effectiveness. This Declaration prioritises countries' ownership of their own development, which represents a long-standing principle for UN assistance. In this context, it deepened the global dialogue on harmonisation, alignment, managing for development results, and mutual accountability, setting out indicators

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and targets to accelerate progress in these areas.

The international agenda is central to Europe's first-ever joint policy on development between the European Commission, Council and Parliament, «The European Consensus for Development», approved in 2005. The Consensus puts achievement of the MDGs at the centre of EC and EU Member State development policy, through development strategies that are owned and led by developing countries themselves. The EU Strategy for Africa similarly highlights the centrality of the MDGs for the achievement of development through competitiveness, peace, security, good governance and social development in the region.

The European Union and the United Nations

The European Union is a major partner of the United Nations. Member States of the Union support all three pillars of the UN's work, namely peace and security, human rights and development. EU Member States together are the largest financial contributor to the UN system, paying 38 per cent of the UN's regular budget, more than two fifths of UN peacekeeping operations and around half of all UN Member States' contributions to voluntarily funded UN funds and programmes. A total of more than 1 billion euros was approved by the EC to be channeled to the UN in 2005 for the implementation of projects and programmes. Europe plays an active role in both shaping and implementing international standards for human rights, the environment and health amongst other areas.

The EU commitment to multilateralism lies at the heart of the EU external policy, with effective multilateralism a central pillar of the European Security Strategy. In 2003, the Communication from the Commission to the Council and European Parliament, «The European Union and the United Nations: The Choice for Multilateralism», called for a comprehensive strengthening and mainstreaming of EU-UN relations. This was to be done through systematic policy dialogue, greater cooperation in the field, better crisis management and prevention, and strategic partnerships between the Commission and UN organisations. Since the publication of the Communication and the UN Secretary General's response to it, the dialogue has been strengthened at all levels, including:

- Political engagement at the highest level: contacts between the institutions of the EU and the UN Secretary General and Deputy Secretary General;
- Exchanges on country-level policies: regular reviews between the Commission and Council and UN departments of political affairs and peacekeeping operations respectively;
- Furthering policy dialogue and cooperation with a number of agencies in the field of development and humanitarian affairs: formal strategic partnerships have been signed or correspondence initiated

with over 10 agencies, aimed at furthering policy dialogue and strengthening cooperation;

- Regular exchange of draft documents between the Commission and UN team in Brussels for the purpose of mutually contributing to policy formulation;

- Regular exchanges with the European Parliament (EP) at the invitation of relevant committees and the EU-UN working group;

- Cooperation between country delegations and UN country teams in defining development cooperation strategies on the ground, as well as in the programmatic portfolio that is the principal subject of this report.

To facilitate programmatic cooperation between the EC and the UN, an updated Financial and Administrative Framework Agreement (FAFA) was agreed in 2003. This applies to all contribution-specific agreements signed between both organisations after that date and provides the legal, financial and administrative procedures for cooperation on contracting. The updated FAFA made cooperation more efficient, permitting faster start-up of activities and ensuring administrative consistency across operations.

The Partnership between the European Commission and the United Nations

The European Commission (EC) is a major partner of the UN on the ground in developing countries. The Commission has a relationship with the UN that spans more than 80 countries. Cooperation ranges from disarmament to electoral assistance, from capacity-building in the health sector to protection of the environment, from support to child enrolment in school, as well as assistance for refugees and stateless people.

The EC and the UN agree on the importance of communicating the results of their partnership to beneficiaries and other stakeholders. Both organisations have an obligation to be transparent about the use of public funds, and they share an interest in reinforcing global solidarity.

The Aim of the Report

This report seeks to capture the results of the EC's partnership with the UN in 2005, the latest period for which final financial data were available at the time of preparation of the report. For the most part, it focuses on results achieved in the development and humanitarian fields, made possible by UN expenditure of over 700 million euros of EC contributions in that year. Therefore the report does not give full coverage to the extensive political relationship, including

peacekeeping, that exists between the EU and the UN.

While this report concentrates on programmatic results obtained in the field thanks to the EC contribution to the UN system, they constitute only one part of the picture of the EC's relationship with the UN. Some of the most significant results of the collaboration between the UN and the EC are also the hardest to capture in a report such as this, where the absence of coverage of specific country context inhibits reflections on the overall impact the partnership has had. Many important results are derived from mutual shaping of policy, in a constant drive to enhance the impact of development interventions for the poor. For instance, the EC works to ensure that international standards and norms endorsed by the UN are implemented in areas of its competence and are reflected in those interventions it supports outside Europe. Moreover the UN has a capacity-building role, together with the EC, in areas such as health and refugee protection. On the ground, the Commission has a crucial role in coordinating the EU development response and in harmonising EU support to the MDGs. Together, the EC and the UN are major actors in supporting governments' national poverty reduction strategies. These policy roles are not discussed in this report but certainly should not be forgotten or their importance underestimated.

Produced by the UN in Brussels, this report is divided into six chapters, excluding this introduction that reviews the international agenda the partnership delivers upon. Each chapter deals with thematic areas of significant UN-EC collaboration. The themes are: (I) governance and human rights; (II) rural development, trade and market access; (III) education, water and sanitation, and health; (IV) crisis prevention, recovery and reconstruction; and (V) emergency relief. The report concludes with some considerations on the future partnership between the UN and the EU, specifically the European Commission, in the fields of development and humanitarian cooperation (VI), as both parties strive for increasingly effective development assistance in support of the world's poor.

Because of the highly decentralised nature of development cooperation between the Commission and many parts of the UN, data on programme results were collected in a «bottom-up» manner, i.e. country-by-country and project-by-project. Any attempt at aggregation of results across countries and projects could be misleading, given the importance of different country contexts. Results of the UN partnership with the Commission invariably come from the collaboration among numerous stakeholders (i.e. governments, NGOs, civil society, etc.). The results cited should be attributed and they belong, first and foremost, to the governments and societies of developing countries themselves. They are the drivers of development.

A review of the UN's programmatic portfolio with the Commission suggests the EC has partnered with the UN predominantly (i) on sensitive issues that require the legitimacy and impartiality of the UN;

(ii) in fragile country situations where consistent field presence and combined UN mandates facilitate transition out of crises; (iii) where donor coordination is at a premium (the Commission estimates that some three quarters of its interventions with international organisations (IOs), including the UN, involve a range of partners); and (iv) in thematic areas where the UN has particular expertise.

A study commissioned by the EuropeAid Cooperation Office (AIDCO) in 2006 concluded that the principal reasons for the EC's cooperation with international organisations are:

- The ability of international organisations to mobilise expertise and redeploy aid towards emerging global concerns;
- The potential offered by the IOs to further the international agenda to harmonise and align aid behind national development strategies (see box on the Paris Declaration);
- The emphasis placed by the IOs on capacity-building and on a strong policy agenda;
- The potential for the Commission through collaboration with IOs to influence policy at a broader level;
- The ability for the EC to work with organisations that are leaders in their field.

In addition to the Directorates-General for External Relations, for Development, for Humanitarian Aid, and the EuropeAid Cooperation Office (AIDCO), the United Nations maintains important partnerships with the Directorates-General for Agriculture and Rural Development, for Justice, Freedom and Security, for Employment and Social Affairs, for Enlargement, for Environment, for Health and Consumer Protection, for Research, for Trade, for Transport and Energy, and for Education and Culture.

1. Governance and Human Rights

The Millennium Declaration in 2000 represented a breakthrough in international acceptance of the importance of governance for poverty reduction. The Communication on governance issued by the European Commission in 2006 states that «poverty reduction and the Millennium Development Goals (MDGs) will not be achieved without decisive progress in the areas of economic, social, environmental and political governance». Governance failures frequently lie at the core of poverty, sometimes due to insufficient political will on the part of leaders but in many cases because States lack the resources and capacities to govern effectively.

The UN and EC each prioritise support to the development of democratic institutions. They seek to support those processes through which citizens articulate their interests, exercise their rights, meet their obligations and mediate their differences. With this aim, in 2005 they worked together in 35 developing countries in support of electoral

assistance, in strengthening parliaments, in the empowerment of civil society organisations, in reforming the judicial and security sector and in protecting human rights. This partnership on human rights is particularly strategic for the European Union, considering the importance that the EU attaches to the signature, ratification and application of international human rights instruments by countries it has partnerships with. Moreover the EC provided financial support centrally to the UN's role in the promotion and protection of the rights established in the Charter of the United Nations and in international human rights laws and treaties.

The extent of EC support to UN governance and human rights interventions confirms the UN's critical role and value in this field, not least because of the politically sensitive nature of governance reforms. This role is derived in part from the UN's international normative and standard-setting role, and from its global legitimacy and hence its impartiality to work on such issues, as well as from the thematic expertise it possesses in a range of areas.

Enabling the Electorate to Vote

Electoral support accounted for almost 60 per cent of UNEC cooperation in the area of governance. This collaboration builds on the UN's unique role in the field of electoral assistance, resulting from its dual political role and developmental expertise, when requested by developing country governments. Elections have been a vital part of democratic transitions, including in the aftermath of UN-supported peace agreements ending civil wars around the globe. Many, though not all, of the elections supported through the EC partnership were in countries in transition from conflict. In addition to overcoming political sensitivities, the UN has been an important partner for donor assistance, including from the Commission, in difficult country situations where the logistical challenges of staging elections were further complicated by practical and security challenges on the ground. Most electoral support operations involved multiple donors, and the UN coordination role in-country contributed significantly to the efficiency and impact of electoral support operations.

In Iraq, the EC provided financial contribution to the UN in support of the role assigned it by Security Council Resolution 1546 to reassert Iraq's full sovereignty. With support from the Commission and other donors, the UN assisted the creation of an Independent Electoral Commission of Iraq (IECI). The EC was the principal donor to the constitutional referendum in October 2005 and elections in December 2005, through the UN-managed window of the International Reconstruction Fund Facility for Iraq (see Chapter V). Because the referendum and the election were held just months apart, they had to be organised in parallel and IECI personnel needed intensive training.

EC funding helped ensure 160,000 polling officials were trained and key logistical support was in place for delivery of three million kilos of election materials and 21 million ballot papers for both events. Training of observer groups meant 300,000 observers were available to monitor the elections, while training for 50 Iraqi journalists secured professional media coverage. As a result, nine million Iraqi citizens were able to vote in the referendum and the election respectively.

In the Democratic Republic of Congo (DRC), a country emerging in 2003 from several years of civil war, the UN coordinated donor assistance and provided technical support to the referendum on the constitution held in December 2005. The logistical challenges were substantial in a country 80 times the size of Belgium, and where geographical remoteness was exacerbated by destruction of infrastructure during the earlier war. Extensive EC support facilitated distribution of voter registration kits to 10,000 centres throughout the country, enabling the registration of 25 million Congolese citizens as well as the training and equipping of 30,000 police officers to supervise voting operations. The referendum took place without serious security incidents. A new constitution was approved, paving the way for the first multiparty elections in 46 years (held in 2006 also with UN and EC support).

Through the UN-EC partnership, not only national referenda or elections, but also local elections have been supported. In Guinea Conakry for example, in December 2005, 5.7 million people were able to cast their vote to select local representatives, facilitated by UN-EC support.

Strengthening the Accountability of Governments

For fledgling democracies and countries recovering from crises, elections are often a beginning – a critical but nonetheless preliminary step in the transition to democratic governance. Realising the promise of elections requires investment in long-term democratic development. This includes consolidation of governing institutions such as parliaments and the judiciary, as well as support to civil society to ensure it plays its vital role in national development strategies. The UN-EC partnership supported the deepening of the democratic processes in a number of countries, through assistance to parliaments, judiciaries and civil society.

Making Parliaments Work

Working together, in 2005 the EC and UN supported parliaments or equivalent institutions in Afghanistan, Georgia, Ethiopia and Laos. With the goal of strengthening these institutions' fundamental

representative, legislative and oversight roles, UN-EC support was aimed at strengthening capacities for policy and decision-making, building technical capacities in key areas such as budgeting (including «gender budgeting») for the Millennium Development Goals, and securing the resources required for parliaments to conduct business. Also important was the advice provided on structural and constitutional issues, to ensure the necessary independence of parliaments to effectively carry out their oversight functions.

Modernising Judicial and Security Sectors

The EC and UN worked together in 2005 to support the consolidation of accountable, equitable and effective justice and security sector services in a number of countries in Africa, Central Asia, Eastern Europe and the Caribbean. In line with the UN concern to bolster the judiciaries as part of the institutionality of fledgling democracies, UN-EC support focused on helping countries to ensure the independence, impartiality and fairness of judges within their system. Of equal importance was the issue of access of the poor: the UN considers lack of access to justice a defining characteristic of human poverty, and seeks to combat it consistently. In Somalia, the judicial reform programme conducted an indepth review of the existing legislation, particularly as it related to vulnerable groups, and helped train personnel in the justice sector. In 2005 alone, new legislation on the rights of children was approved, the Penal Code was reviewed and 150 lawyers were trained. Through EC-funded programmes, the UN trained prosecutors and judges in a variety of fields. In 2005, 70 prosecutors, investigators and judges from 19 Southern African countries were trained in national drug legislation aimed at improving legal cooperation in the region.

In the case of the security sector, strengthening governance through civilian accountability of national systems is another key policy instrument of democratic transition. In 2005, the UN, with EC support, helped governments in Central Asia and Eastern Europe reform their security sectors. Interventions were supported in Afghanistan, Armenia, Belarus, Moldavia, Kazakhstan, Kyrgyzstan, Serbia, Tajikistan, Turkmenistan, Ukraine and Uzbekistan. Support efforts included the reduction of illicit trafficking in the region and facilitating the legal flow of people and goods. In 2005, more than 250 judges and prosecutors were trained on extradition, mutual legal assistance, confiscation and money-laundering policies. 900 border guards in Tajikistan and Kyrgyzstan were trained in border-management issues, while Belarusian guards were trained on combatting the trafficking of radioactive and nuclear material.

Decentralisation and Participation

Achievement of the MDGs requires the active engagement of a broad range of constituencies. Goal 3 for instance stresses the crucial importance of women in society and the need to make gender equality a reality, not only because it is a moral imperative, but because it is a way to promote prosperity and well-being for all. While gender equity is mainstreamed through all the UN programmes, it was also the principal subject of many interventions in the field. In Egypt, Lebanon and Tunisia, the UN and the EC worked together to provide women in difficult circumstances with the necessary information to obtain financial and legal support from the government and social service institutions. In Tunisia, 110 officers from different ministries and 30 family judges were trained on gender issues. Media and NGOs were involved and became an important channel to disseminate sensitive information and make the population aware of gender issues.

International conferences, especially the World Summit on Sustainable Development, have recognised the crucial role of local governments in shaping national poverty-reduction strategies, as well as in the design and delivery of local initiatives. The Summit gave priority to the role of civil society both in developed and developing countries, seeing it as crucially important to the success of MDG-oriented development processes. Examples of decentralisation and local governance programmes funded by the EC through the UN can be found in almost every region of the world. In Nicaragua, the UN supported local governments in improving infrastructure, including housing in the poorest areas of Managua. In Somalia, a pool of more than 35 Somali trainers was created to improve local governance in major cities of Somaliland and Puntland. In India, a community-based disaster risk-management framework was established in the State of Arunachal Pradesh to strengthen local administration and community capacities for the mitigation, preparedness and response to natural disasters. This framework secured mechanisms for rapid help in emergencies affecting the rural population. A similar project was implemented in the Andean region of Ecuador, where 15,000 people benefited from support in local-level risk-management practices.

Civil society organisations (CSOs) around the world both supported and were assisted by the UN-EC partnership. International and national non-governmental organisations (NGOs) were crucial partners to the UN on the ground, as deliverers of services at the community level. Structurally, the UN worked with hundreds of national NGOs to build their capacities through training and encouragement of their role in public awareness-raising. Much was done to engage CSOs in discussion on policy, including through the promotion of dialogue with government on key development and human rights issues such as poverty-reduction strategies, natural disaster risk reduction and refugee protection. In Latin America, the support went further,

fostering consolidation of a regional network of over 200 politicians, academics and civil society actors in support of democratic development in the region. This initiative was backed up through the development by this group of a theoretical framework for understanding Latin American democracies and a statistical database incorporating opinions representative of 400 million people.

In the Balkans, where social inclusion is a cornerstone of sustainable peace and development, the UN, in partnership with the EC, launched a volunteer exchange programme in South Eastern Europe, with the aim of developing regional confidence and facilitating linkages between the populations and governments. The programme helped build East-to-East volunteer exchanges, promoted volunteerism and proactive citizenship, and established regional cooperation between civil initiatives. The capacity of 14 civil society organisations was strengthened to provide effective volunteer management and opportunities for youth within and outside their countries. Sixty young volunteers have so far participated. Exchange of volunteers between Serbia and the UN-administered territory of Kosovo exemplifies the UN-EC support for social inclusion and reconciliation.

Protecting Children's Rights

Joint UN-EC efforts often focus on the most vulnerable populations. For the UN, this focus on the most vulnerable is part of its human rights-based approach. The EC and the UN work in partnership in several areas to increase awareness and protection of children's rights. In Iran, where children's rights served as a platform accepted by the government, the UN and the EC implemented a project focused on improving respect for the rights of women and girls. In Turkey, an EC-funded project focused on enhancing the protective environment for children in contact with the law. It did this in particular by improving the care and protection of children deprived of their liberty as per EU standards and the Convention on the Rights of the Child, by strengthening the skills and knowledge on juvenile justice standards, by reinforcing mechanisms (international and EU legislation) and through psychosocial care and protection. In Eastern Europe, the UN helped develop extensive NGO networks to increase awareness and political commitment to children's rights. In this way, the ability of civil society to advocate for children's rights and to promote rights-based development and child-focused policy was strengthened by organising conferences, developing guidance notes, establishing national country advisory groups in eight countries and developing country-specific training manuals. Moreover, child rights were institutionalised into centres of learning for service providers such as teachers, health workers, social workers, lawyers and the media.

[...]

4. Crisis Prevention, Recovery and Reconstruction

As seen in earlier chapters of this report, a major component of the UN-EC partnership involves helping countries recover from armed conflict and natural disasters.

An estimated 80 per cent of the world's 20 poorest countries have suffered war in the past 15 years. The relationship between conflict and development is complex: for there can be no development without peace or peace without development. Violent conflict has the potential to destroy the human, social, physical and institutional capital that is the very foundation for sustainable development. At the same time, development assistance can create incentives for peace. This powerful relationship, rightly stressed by many world leaders in recent years, presents itself in different ways: poor countries are more likely to have weak governments, while resource scarcity can result in displacement that sparks violence and creates further vulnerabilities. The human and economic losses of natural disasters are almost invariably highest in poor areas of the world.

Against this background, it is essential to mitigate the effects of crises and address their root causes in order to help countries attain the Millennium Development Goals. In turn, the MDGs not only reflect global justice and human rights, but are vital to international and national security and stability. Investing in development is especially important to reduce the probability of conflict. It also contributes to controlling the negative effects of natural disasters on populations. Both the UN and the EC are strong advocates of long-term development policies and programmes that are sensitive to crisis and build in opportunities for disaster reduction and conflict prevention.

The UN's work in prevention is generally less visible than its extensive work in humanitarian relief, rehabilitation and recovery. This prevention work is, however, arguably more important. Europe was a strong supporter of the UN Hyogo Declaration in 2005, which recognised disaster risk management as an important element of sustainable development.

The integrated nature of the UN response and related EC support to crises is deliberately reflected in this report, through the continual references throughout its different chapters to shared UN-EC activities in countries in, or transitioning from, crises. Crisis and conflict prevention are major components of governance-related activities, including the integration of preventive measures into long-term development agendas, capacity-building for resolution of problems through constructive dialogue, strengthening human rights and transitional justice arrangements, and the sequencing and prioritisation of State-building measures for countries in transition. Chapter I of this report refers to electoral support, constitutional-making processes, capacity-building of the judiciary and the security sector, as well as increased participation of civil society, among others, all of which are

building blocks of peace. Equally important is the extensive support that the EC and the UN provide to countries recovering from conflict or natural disaster, through humanitarian assistance, food aid and other basic services to help restore security, livelihoods, health and education. The depth and scope of the joint recovery assistance is already well covered in the report.

However, the UN-EC partnership in this area goes far beyond individual programmatic interventions. Less visible in this report are the efforts between the institutions to ensure that:

- a) The dialogue on conflict prevention and recovery between the EC and the UN brings together those institutions or organisations with a development and security mandate;
- b) There is joint assessment and analysis of the risks and recovery needs on the ground, and support for national recovery frameworks that guide UN-EC support;
- c) There is as seamless as possible a transition between the stages of humanitarian relief, early recovery, reconstruction and development in countries;
- d) The global community continues to focus its efforts on crisis prevention;
- e) The UN and EC join efforts with as many other partners as possible in the prevention of or recovery from crises.

The EC and the UN have established regular dialogues to review the situation of politically sensitive countries, including those facing or recovering from conflict. In 2005, these dialogues assessed the situation of various countries in different regions of the world and ensured that the EC participation in UN missions was regularly reviewed. The political dialogue has subsequently been broadened to consider related humanitarian and development dimensions – the subject of this report.

Important progress has been made in the development of joint tools for assessment, analysis and planning in post-crisis situations. The EC has been a major partner of the UN, World Bank and other donors in the development of joint needs assessments and coordinated programmes of assistance for post-conflict countries such as Iraq, Sudan, and tsunami-affected areas. A shared challenge of the UN and the EC has been to ensure continuity in the support provided to countries as they progress through the «emergency-to-development continuum» (i.e. from immediate emergency needs towards rehabilitation and recovery). This required tighter coordination between the UN and EC's respective departments mandated to intervene in subsequent stages post-crisis.

At least two elements appear to be central to the EC's choice to partner with the UN in this important area. First and foremost is the UN's mandate and the legitimacy it provides for critical issues that arise in crisis situations. Secondly, the UN's consistent presence on the ground throughout crises helps facilitate transition activities. It also offers opportunities to play a convening role and to support donor

coordination both in-country and often at the international level. Virtually all UN activities financed by the EC in this field represented cooperation within broader multi-donor supported efforts.

Convening for Peace

In 2005, the UN and the EC jointly provided technical assistance to the preparation for and conduct of the International Conference on the Great Lakes Region, attended by Angola, Burundi, Central African Republic, Democratic Republic of Congo, Kenya, Rwanda, Sudan, Tanzania, Uganda and Zambia. The EC and the UN together facilitated the organisation of seven meetings, where 10 protocols and 32 project documents were drafted as part of the «Pact on Security, Stability and Development in the Great Lakes Region» agreed upon at the Conference. The Pact represented a critical opportunity for the millions of people who remain extremely vulnerable as a result of a decade-long conflict and crisis situations in the region.

Clearing Landmines

The UN received extensive support from the EC to address one of the major obstacles to social and economic activity and long-term development in many post-conflict countries, namely landmine contamination. Landmine clearance has a direct impact on local economies, freeing up land for cultivation and enabling greater mobility and access to basic services.

In 2005, the EC supported the UN's clearance of 18 million square metres of land in Albania, Angola, Armenia, Cyprus, Iraq, Mozambique, Sudan and Sri Lanka. In Southern Sudan for example, the mine clearance and repair of more than 600 kilometres of roads led to a 50 per cent reduction in transport costs, thereby halving the price of cereals in areas with road access. This enabled year-round access to Kenya and Uganda, and supported the return of refugees along safe corridors. In Iraq, the UN-EC partnership provided assistance in the handling, storage and destruction of landmine stockpiles. In addition, the equivalent of 1,000 kilometres of roads was cleared.

Where landmines are not yet or cannot be cleared, the UNEC partnership focused on educating the population on the dangers of unexploded landmines and strategies to avoid harm. In Sri Lanka, education and awareness-raising efforts of the government and local non-governmental organisations, supported by the EC and the UN, alerted 540,000 people to the risks of landmines. As a result, the number of casualties due to landmines and unexploded ordnances was reduced from 20 to less than three per month. The programme used formal and non-formal education systems, supported by mass media

campaigns and communication tools (such as video shows, drama, music, peer education and festivals) to target adults and children for awareness-raising activities. As a result of the partnership, 11 million square metres of land were cleared and handed over to the owners, while some 750 landmine survivors accessed rehabilitation services to help them cope with their disabilities.

In the Russian provinces of Chechnya and Ingushetia, mine risk education activities reached 100,000 people, including children and their care-givers. EC funds were used to establish six recreation centres to provide children in mine risk areas with a place to play safely.

Reintegrating Ex-combatants

A critical component of UN-EC support for post-conflict transition and peace-building has been the effort to disarm, demobilise and reintegrate former combatants into their communities, including through special programmes designed to help former child combatants and other children associated with armed groups and armed conflict. For example, the EC supported the UN's programmes with ex-combatants in Côte D'Ivoire and Liberia, where a total of 57,000 former fighters, mainly children and adolescents, were provided with formal education, vocational and skills training opportunities, books and study materials. Youth groups, child welfare committees, trained border monitors, social workers, and community programmes established with EC funding all supported the efforts to protect and successfully reintegrate children and adults into host communities that had been severely affected by war. While the focus of this effort was on ex-combatants, UN-EC support also extended to related populations, including women who had been forced to act as sex workers for combatants as well as children coerced into bearing arms.

As noted in Chapter III, support for child soldiers takes various forms, including cross-cutting collaboration as well as in-country education and other programmes. A pilot project on data collection on the impact of armed conflict on children in Angola, Colombia, the Democratic Republic of Congo and Sri Lanka was completed in March 2005. This helped with the mapping of the impact of armed conflict on children, with a special focus on recruitment and displacement. The project, which covered improved and expanded methodologies and tools for data collection, helped governments, international organisations and non-governmental organisations engaged in data collection on child recruitment in armed conflicts to develop better networks, better tools and better data between them. It therefore enhanced their collaboration on war-affected children.

Reducing the Risk of Natural Disasters

In 2005, the EC helped the UN in Asia, Latin America and the Caribbean region to identify causal factors of disasters, to research new risk patterns (such as those related to weather and climate change), and to support governments in the development of national disaster-reduction strategies.

The International Conference on Small Island Developing States (SIDS) held in Mauritius in 2005 is a concrete example of such cooperation. A number of SIDS were among the countries most affected both by the tsunami in Asia in December 2004, as well as by previous hurricanes in the Caribbean. With the support of the EC, in January 2005 the UN brought together 2,000 delegates including heads of State, ministers, civil society representatives and journalists from 114 countries. Through the «Mauritius Declaration», the assembled group made a political commitment to building resilience to natural disasters in SIDS through technology transfer, capacity-building and human resource development.

The priorities of the EC's cooperation with the UN in the field of natural disasters included facilitation of regional knowledge exchange and the establishment of regional and international standards. This was combined with country-level capacity-building of governments and non-governmental institutions for disaster management.

The way in which disaster relief is delivered after a natural disaster – the subject of Chapter V – is also crucial in enhancing the capacity of local communities to manage future disasters. In Cuba, for instance, some 1,300 house roofs previously made of metal were substituted with wooden ones (for climatic reasons) and covered with around 282,200 square metres of zinc, for greater resistance. Local people were recruited and local suppliers used to ensure that recovery efforts were reliant on local resources and that affected communities would be better equipped to respond to future events. In the Maldives, the 2005 UNEC reconstruction programmes generated 10,000 working days, mainly in construction activities. In Indonesia, the electrical system in the Maluku region was rehabilitated, thereby benefiting around 15,000 people, while the capacity of the State-owned electric company (PT PLN) was rebuilt to ensure future operation and maintenance in support of local economic opportunities.

[...]

Conclusions

This report is the first-ever effort to capture the global results of the UN's partnership with the EU, and specifically with the European Commission, in the fields of development and humanitarian cooperation. Until now, there has been no picture of the overall results

obtained through the partnership. While the results captured in this report represent only a sample of what has been achieved by the EC and UN working together, they nevertheless convey the breadth and depth of the UN-EC portfolio. For the first time, the partners and their stakeholders can have a view of the partnership in the field. This is of crucial importance for both partners, since normally the results achieved with EC financing are periodically communicated by each UN agency, usually at the level of individual programmes.

An Evolving Relationship Based on Added Value

The report provides ample evidence of a rich collaboration that has grown considerably in recent years. This has been aided by the de-concentration process within the Commission, a process that has facilitated closer institutional cooperation at the country level, and by the revised Financial and Administrative Framework Agreement (FAFA) that made the cooperation more efficient. All the available evidence points to two sets of institutions that know each other better than ever before, and are thus able to get the best from their partnership in support of development outcomes for the poor.

The evidence from the ground suggests there are good reasons for this partnership and that each party benefited from the strengths of the other. The EC collaborated extensively with the UN in areas where the presence of UN agencies was vital for delivery of assistance. This collaboration proved particularly fruitful for instance in certain sensitive situations, where the impartiality of the UN brought a particular added value, and in situations where the UN had leading expertise.

As the report shows, time and again the EC proved an indispensable partner to the UN when carrying out its mandated tasks as requested by EU governments. EC emergency funding helped ensure immediate responses to needs, while the political support and the scale of EC financing to interventions, for example in post-conflict environments or in elections, helped secure action and large-scale programmes on the ground.

Taking the Discussion Forward

The UN Brussels team undertook this reporting exercise to make the results of the partnership visible to policy-makers and the public in Europe. The team's intention was both to reinforce the UN's public accountability, as well as to provide material upon which to further engage in and develop the relationship. In using this report for the latter purpose, one should recall that the credit for these development outcomes are to be attributed first and foremost to the action of developing country governments and countries supported by the partnership, and that the EC and UN frequently cooperated within multi-stakeholder efforts. A full understanding of the results of the UN-EC partnership requires knowledge of the country contexts from which they derive. To make the most of the material collected for this

exercise, it could be useful to revisit the cooperation in particular countries and to extract general lessons from the experience of the collaboration.

The Agenda Ahead

In looking ahead, a number of areas are likely to guide the further evolution of the partnership between the EU and the UN:

– Achieving the MDGs: The UN and EU partnership is clearly oriented towards achievement of the Millennium Development Goals, with EC-supported UN interventions covering all major areas of the 2015 targets. As numerous reports indicate, there is considerable urgency to act and mobilise non-traditional partners, including those from the private sector, if the Goals set in 2000 are to be achieved. The UN and the EU have particular responsibilities as multilateral institutions to further this agenda globally, as well as to help individual countries deliver on the MDGs.

– Delivering development outcomes effectively: The EU and the UN are already highly committed to improving development effectiveness, in line with the Paris Agenda (referred to in the introduction to this report). Their partnership has already helped further this agenda, including through promoting country ownership of their own development agendas, through enhanced coordination mechanisms globally and in the field, and through the piloting of innovative financial coordination mechanisms that drastically reduce transaction costs. The EC and UN are natural partners in this agenda and should seek additional ways of deepening their cooperation specifically in this area.

– The UN «Delivering as One»: As the internal UN reform intensifies, the UN development and humanitarian organisations will be working intensively to enhance programmatic coherence and reduce institutional fragmentation in the field, with the aim of delivering through one national development programme. The UN anticipates, and welcomes, the institutions of the European Union, as a major partner in its endeavours to pilot new approaches in the context of the UN reform agenda.

Making a Difference

Through their partnership in the field, the UN and the European Commission, working with their developing country and donor partners, have made a tangible difference in the lives of millions of people. In so doing, they have translated into practice and actions on the ground the universal values and essential human rights that unite them as partners. Continued promotion of these values has never been more important than in today's complex world.

The United Nations remains highly appreciative of the extensive support received from the European Union, its institutions, and the citizens of Europe.