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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.

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